

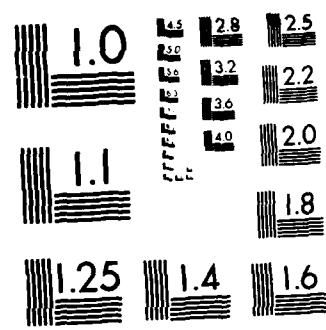
AD-A194 046 THE CASH PERFORMANCE AWARD PROGRAM AS A MOTIVATOR OF CM 1/2  
GENERAL MILITARY EMPLOYEE PRODUCTIVITY (U) ARMY WAR COLL  
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THE CASH PERFORMANCE AWARD PROGRAM  
AS A MOTIVATOR OF GM EMPLOYEE PRODUCTIVITY

AN INDIVIDUAL STUDY

by

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31 March 1988

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## ABSTRACT

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THE CASH PERFORMANCE AWARD PROGRAM  
AS A MOTIVATOR OF GM EMPLOYEE PRODUCTIVITY

CHAPTER I

INTRODUCTION

This study relates to the Incentive Awards Program of the Department of Army (DA), specifically that portion governing the granting of cash awards to civilian employees of DA in recognition and reward of high-level performance. The focus will be on the approximately 16,000 individuals within DA who are classified as General Merit (GM) employees, who occupy managerial and supervisory positions at the GM 13-15 grade level of the federal civil service and are collectively viewed as constituting the middle management echelon of DA's civilian workforce.

The proposal for the study originated within DA's Office of the Deputy Chief of Staff for Personnel (ODCSPER), which sought to ascertain whether the increasing costs of cash performance award payouts had resulted in any comparable increase in efficiency, effectiveness and productivity among those GM 13-15 level employees granted such awards. In essence, ODCSPER was seeking to determine if there existed a causal relationship between the program and those specific outcomes. To this end, preliminary research was undertaken as a prelude to the postulation of a causal hypothesis and the development of a survey research endeavor to test the hypothesis.

The preliminary research, however, served to identify a number of potentially significant variables, beyond the cash performance award program itself, that could serve to promote or hinder achievement of the outcomes as identified by ODCSPER. Moreover, review of the regulation governing the program indicated that it had not established, or even mentioned, increased GM employee efficiency, effectiveness or productivity as being desired program outcomes. The program as currently stands is neither structured nor administered to promote the achievement of such outcomes. No performance indicators or evaluation criteria exist against which to measure "any comparable increase" (or, conversely, decrease) in GM employee efficiency, effectiveness or productivity. There exist no standardized definitions as to what those terms mean, or how they would be assessed to ascertain if, and to what extent, they had been realized. In the absence of clearly defined program goals and objectives, and the lack of explicitly stated outcomes related thereto, it is not possible to effect any meaningful, empirical assessment regarding the extent to which the cited outcomes may have actually been achieved, or the extent to which any such outcomes as might have been achieved could, in fact, be attributed to the cash performance award program.

As a result of these and other preliminary research findings, the thrust of the study was modified and its scope expanded. The revised purpose of the study is to examine the cash performance award program of DA from the standpoint of

its effect upon motivation of GM 13-15 level employees to be more productive. Further, it proposes to examine a number of non-program phenomena and variables that harbor the potential to impact upon GM employee motivation, within the broader context of a comprehensive performance management process.

The objective of this study relates to the development of a tailored research design, and a comprehensive survey questionnaire, that would enable DA to obtain a more substantive understanding of the phenomena and variables that preliminary research indicates may be operative. The survey questionnaire arising from this study endeavor provides the mechanism for an in-depth examination of GM employee attitudes and perceptions relating to a number of essential performance management practices and procedures. The resultant data obtained from administration of that survey are expected to provide DA with indications as to which performance management practices and procedures are viewed by GM employees to be dysfunctional. The identification of any such dysfunctional practices and procedures, as might be serving to adversely effect GM employees' motivation to be more productive, would be of assistance to DA in the formulation and application of necessary corrective fixes.

## CHAPTER II

### REVIEW OF PERTINENT REFERENCES AND LITERATURE

#### BACKGROUND

Within the federal sector, the administration of most programs must serve to simultaneously comply with numerous guidelines as set forth in law, regulatory interpretations of statutes, program guidelines promulgated by the federal agency charged with the administering of a given statute, and administrative regulations as issued by the respective departments and agencies themselves. Such is the case with respect to DA's cash performance award program, and a number of other personnel and performance management activities that directly or indirectly relate to the cash performance award program. This chapter will briefly review applicable statutes and implementing regulatory guidelines that are germane to this study.

#### PUBLIC LAW 95-454 AND PAY-FOR-PERFORMANCE

The Civil Service Reform Act (CSRA), enacted as Public Law (PL) 95-454 on October 13, 1978, provided for the establishment of a cash award program to recognize superior accomplishment and special service. Under the broad language of the statute, a Merit Pay System employee would potentially be eligible for such an award if the employee's ". . . suggestion, invention, superior accomplishment, or other personal effort, contributes

to the efficiency, economy or other improvement of Government operations or achieves a significant reduction in paperwork."<sup>1</sup> The statute stipulated that such awards, at the agency level of approval, could be paid up to but not exceed \$10,000, and would be in addition to an employee's base pay. While incentive award programs had previously existed within numerous federal departments and agencies prior to enactment of the CSRA, they had varied considerably in their scope and application. The CSRA served to provide uniform statutory authority for the implementation of the pay-for-performance concept throughout most of the federal sector. Further, it served to mandate a linkage between the granting of monetary rewards to an employee's demonstrated contribution to the improvement of operations.

#### IMPLEMENTATION OF PUBLIC LAW 95-454

Having been granted considerable authority under PL 95-454 to do so, the Office of Personnel Management (OPM) opted to employ a highly decentralized approach to administering most major provisions of the statute for which it bore statutory responsibility. Such was consistent with the managerial philosophy, as was initially the case under the Carter Administration, that OPM's primary role was to function as an overall coordinator, consultant, trouble-shooter and stimulator. In its view, OPM was to provide technical assistance and advice, and training support, to the respective departments and agencies; it was not to function as the centralized operator

for all aspects of personnel management on a day-to-day basis. Accordingly, the respective departments and agencies were delegated the responsibility and authority to develop, implement and administer numerous programs as established under the statute, to include those dealing with position classification, performance appraisal and pay-for-performance. While OPM retained authority to review and approve program design and implementation plans, it did not exercise that prerogative in a restrictive manner, or attempt to impose standardized formats or guidelines on a system-wide basis. Such guidance as was issued by OPM was typically broad, being more suggestive than directive in nature, and permitted considerable interpretation and operating latitude by departmental and agency heads.<sup>2</sup> OPM's highly decentralized approach to implementation and administration of PL 95-454, and subsequent amendments thereto, has been the target of criticisms by the Government Accounting Office (GAO).<sup>3</sup> Further, there has been a shift in managerial philosophy under the Reagan Administration that has prompted OPM to become more aggressively involved in program monitoring and policing. Such criticisms and increased oversight activity have resulted in the issuance of more explicit and standardized OPM directives and guidelines. In large part, however, decentralization continues to characterize OPM's approach to administering the statute.

PUBLIC LAW 98-615 AND THE  
PERFORMANCE MANAGEMENT RECOGNITION SYSTEM

From its virtual inception under PL 95-454, the Merit Pay System proved highly controversial and contentious for a number of reasons, a major one of which related to the perceived unfairness of performance appraisals, upon which merit pay and cash award determinations were to be based. In an effort to address employee concerns, reduce alleged inequities, and increase employee acceptance of the pay-for-performance concept, the Civil Service Retirement Equity Act (PL 98-615) was enacted on November 8, 1984 to amend the CSRA. The statute established, for GM 13-15 level employees within the federal sector, a special Performance Management and Recognition System (PMRS). The PMRS, as codified in law under Title 5, United States Code dictated significant changes regarding numerous personnel and performance management practices relating to GM 13-15 employees. While many of the provisions of Title 5, United States Code had already been embodied in OPM regulations and directives, the statute served to mandate their implementation and uniformity of application throughout the federal sector, except in those departments and agencies granted explicit statutory exemption. The most significant provisions as were codified in law, and which are pertinent to this study, included requirements that: supervisors and employees be jointly involved in the development of performance standards; performance appraisals be used as the basis for granting cash performance awards; critical job

elements, and performance standards relating to same, be rendered in writing and so communicated to the employee; and, Performance Standards Review Boards be established in all agencies to review and make recommendations for improving performance appraisal systems.<sup>4</sup>

#### PERTINENT REGULATORY REQUIREMENTS

Via the Code of Federal Regulations (CFR), OPM has promulgated numerous regulatory requirements which serve to further expand and more explicitly define PMRS practices and procedures, a number of which are worthy of note.

Section 430.405 of the CFR directs that an agency's performance appraisal system must be designed to provide for joint participation by supervisor and employee in the development of an individual performance plan (in DA, the Civilian Performance Plan) that reflects all the critical and non-critical (or major) job elements of the position, and the specific performance standards relating to same, upon which the employee's performance appraisal is ultimately to be predicated. The Civilian Performance Plan is to be prepared in writing at the beginning of a given rating period, and is to provide the basis for objectively assessing at the end of that rating period the extent to which the employee's actual performance met or exceeded that which was identified in the Civilian Performance Plan as being expected. Critical job elements are to be given proportionately more weight in effecting the assessment, and in arriving at a

summary rating for the employee's Civilian Performance Rating. All critical and non-critical job elements, and their respective performance standards, as are cited in the Civilian Performance Plan must be considered in the appraisal of the employee's performance.<sup>5</sup> By inference, any job elements or standards not reflected in the employee's Civilian Performance Plan should not be considered in the appraisal of his performance.

Section 540.104 of the CFR requires agencies to conduct reviews of performance standards to validate their level of difficulty and uniformity of application, among all GM employees throughout each respective agency, so as to provide for equity in the size of cash performance awards among the respective summary rating levels.<sup>6</sup> Such has been interpreted by OPM to mean that the size of a cash performance award should be larger for an employee rated as Exceptional than for an employee rated as Highly Successful, and that any award granted to an employee rated as Fully Successful should be proportionately the smallest for the three summary rating levels; the Performance Management Plan for a given agency, in fact, is to include a method for assuring that such differentials in award payouts for the various summary rating levels are maintained.<sup>7</sup>

Section 430-406 of the CFR directs that progress reviews be held between the supervisor and employee, at least once during the rating period covered by the appraisal, so as to provide the employee with an interim assessment of the actual level of demonstrated performance compared to the expected

level as set forth in the Civilian Performance Plan. Agencies are expressly forbidden from prescribing percentage targets or objectives for each summary rating level (e.g., no more than 10% will be Exceptional), but are enjoined to establish procedures for insuring that the performance of any employee granted an Exceptional or Highly Successful summary rating actually exceeds the level of performance as established under the respective Civilian Performance Plan's job elements and performance standards.<sup>8</sup>

Section 430.402 of the CFR mandates that, for GM employees under the PMRS, the results of Civilian Performance Ratings are to be used as the principal basis for determining whether a cash performance award is to be recommended and granted, as well as for other major personnel management actions relating to promotions or reductions, training or retraining, reassessments, dismissals and other forms of reward recognition.<sup>9</sup>

Section 540.109 of the CFR mandates that a cash performance award must be based upon the Civilian Performance Rating. A GM employee whose rating of record for a given appraisal period is in the top, or level 5 category (in DA, the Exceptional Rating), must be granted a cash performance award, equalling at least 2% but not exceeding 10% of base annual salary. A GM employee whose rating of record falls into the second highest category, or level 4 (in DA, the Highly Successful Rating), should receive a cash award. A GM employee whose rating of record is the lowest of the three successful categories, or

level 3 (in DA, the Fully Successful Rating) may receive an award. For employees rated as Highly Successful or Fully Successful, the size of the award is not to exceed 10% of base annual salary, but no minimum percentage factor has been stipulated as for GM employees rated Exceptional. The CFR provides authority, for cases of unusually outstanding performance, to grant a cash performance award up to 20% of base annual salary; approval authority for such exceptional awards (i.e., above 10% up to 20%), however, is to rest with the agency head.<sup>10</sup>

Section 430.408 of the CFR directs that each agency establish a minimum of one Performance Standards Review Board, the principle purposes of which are: to review representative Civilian Performance Plans and report on the quality of such plans and the difficulty of performance standards contained therein; to review representative Civilian Performance Ratings as to whether they had met standards; to provide advice on ways to improve Civilian Performance Plans; and, to submit recommendations to improve the equitable application of standards.<sup>11</sup> Within DA, there exists no such centralized board; authority has been delegated by DA down to its respective Major Army Commands (MACOM's) and separate agencies (hereinafter also referred to as MACOM's for convenience) to establish such boards at their respective levels.

Section 540.109 of the CFR requires that each department or agency will, by not later than Fiscal Year (FY) 1989, budget a minimum of 1.15% up to a maximum of 1.5% of its

aggregate GM payroll to support cash performance award payouts.<sup>12</sup> Since FY 1985, DA guidance to its respective MACOM's has been to budget at the 1.5% level.

ARMY REGULATION 672-20

Within DA, provisions of the CSRA relating to the payment of cash performance awards in recognition of superior accomplishment or special service were incorporated into various sections of Army Regulation (AR) 672-20, which governs administration of the Army's Incentive Awards Program. That regulation has undergone a number of incremental changes over the years since enactment of PL 95-454 as a result of several factors, to include more definitive OPM guidelines, establishment of the PMRS, and the implementation of revised performance management practices and procedures within DA. At present, regulatory guidelines as pertain to the budgeting for and payment of cash performance awards to all appropriated fund employees of DA, except for members of the Senior Executive Service (SES), are contained in Chapter 5, "Performance Awards" of AR 672-20. That chapter currently provides for the granting of a cash performance award "... in recognition of high-level performance for a specified period," up to a maximum of 10% of the award recipient's base annual salary.<sup>13</sup> The regulation does not, however, define what constitutes "high-level performance," or establish explicit criteria for determining when, or to what extent, an employee has achieved it. The Civilian Performance

Rating is the principal documentation required to be submitted in support and justification of a cash performance award. Any GM employee within DA whose summary rating on the Civilian Performance Rating falls within the acceptable performance range (i.e., Exceptional, Highly Successful, or Fully Successful) is considered eligible to be recommended for such an award. As noted previously, the stated goals and objectives of the cash performance award program do not include increased GM employee efficiency, effectiveness or productivity as being desired outcome objectives.

As did OPM, DA has delegated considerable authority to its respective MACOM's regarding the functional management of the cash performance award program, as well as numerous other personnel and performance-related program activities. Under the broad guidelines of AR 672-20, MACOM's are afforded considerable latitude in interpreting, implementing and administering their respective cash performance award programs.

#### CAUTIONARY COMMENTS

The literature is replete with laudatory testimonials from both the business and academic communities attesting to the fact that cash incentives can be extremely useful in increasing employee performance and productivity. Issue is taken with neither the claims nor the concept. Logic would seem to dictate that an employee who had exhibited a high level of productivity could be expected to continue to do so,

or better, were the high level of productivity recognized and rewarded. Issue is taken, however, with what appears in much of the literature to be a presumption that the mere establishment of a cash incentive program would automatically serve to enhance productivity. That presumption warrants some cautionary caveats.

Edward Lawler identifies six conditions which he claims should exist if performance pay is going to prove an effective motivator of performance. First, the size of the reward involved must be sufficient to be valued by employees. Secondly, there must be provisions for varying the size of the reward so that a direct relationship can be seen between the reward and the demonstrated level of performance. Thirdly, there must be ways in which to validly measure the performance, in an objective manner, so that one can ascertain when it warrants an award. Fourthly, information must be provided to employees that clearly stipulates how rewards are to be determined and granted. Fifthly, there must be a high degree of trust in supervisors, and confidence that rewards will in fact be tied to performance. Sixthly, employees must accept a performance-based system of rewards. In Lawler's view, unless these conditions are all prevalent, performance-based rewards may prove dysfunctional, and contribute to supervisor-employee mistrust and communications breakdowns.<sup>14</sup>

Gary P. Latham and Kenneth N. Wexley espouse a parallel theme regarding the manner, and extent, to which monetary

rewards serve to motivate employee performance. To them, a monetary reward must first be valued by an employee, and it must be sufficiently large enough for the employee to believe that it is worth the effort to earn it. Additionally, the employee must perceive that such a reward is directly tied to performance, in all aspects of the job. To further demonstrate and emphasize the linkage between good performance and receipt of a reward, the latter must be forthcoming soon after the former has been demonstrated, so as to positively reinforce the behavior that led to the desired level of performance and thereby motivate the employee to continue that behavior. Finally, monetary rewards must be dispensed in an equitable manner, throughout the organization, so as to foster trust and confidence in management.<sup>15</sup>

As will be subsequently discussed, there would appear to be cogent reasons for concluding that a number of the prerequisite conditions as identified by Lawler, and Latham and Wexley, may not be adequately met within the federal sector at large or, more specifically, within DA.

The existence of a linkage, within the federal sector, between cash performance awards and Civilian Performance Ratings is obvious, as it has been mandated by law that the former will be based upon the latter. The appraisal is to constitute the principal basis for: documenting a GM employee's performance, and the extent to which established performance standards were exceeded; deciding whether that performance

warrants a cash award; determining for how large an amount the award should be; and, substantiating the recommendation for award in the approval process. But the value of any appraisal to decision-making on the part of the supervisor is itself predicated upon two less obvious, yet critical, presumptions. The first relates to the fact that the Civilian Performance Rating, in fact, accurately and completely reflects the employee's actual level of performance. The second relates to the fact that other essential performance management practices serve to contribute to the development of such a valid appraisal. Both presumptions will be examined under the concept of performance management as a process, which will be the topic of the following chapter.

#### ENDNOTES

1. "Public Law 95-454," in United States Congressional and Administrative News, 1978. Vol. 1, pp. 1182-1183.
2. Carolyn Ban, "Implementing Civil Service Reform," in Legislating Bureaucratic Change--the Civil Service Reform Act of 1978, ed. by Carolyn Ban and Patricia W. Ingraham, pp. 48-52.
3. See GAO Reports: Federal Merit Pay: Important Concerns Need Attention, GAO/GDD-81-9, March, 1981; Civil Service Reform Act After Two Years: Some Initial Problems Resolved but Serious Concerns Remain, GAO/GDD-82-1, November, 1981; and Pay-for-Performance: Implementation of the Performance Management and Recognition System, GAO/GDD-87-28, January, 1987. One of GAO's principal criticisms is that OPM has typically rushed to implement statutory provisions, failing to provide adequate guidance to the federal departments and agencies.
4. U.S. Office of Personnel Management, Report to the President and the Congress on the Performance Management and Recognition System, pp. 2-4.

5. U.S. Government, Special Edition to the Federal Register, Code of Federal Regulations, 1-1-87 Edition, January 1, 1987, pp. 223-224.

6. Ibid., p. 295.

7. U.S. Office of Personnel Management, Federal Personnel Manual, Bulletin No. 540-30, Subject: "Checklist for Review of Agency Performance Management Plans Under the Performance Management and Recognition System," attachment thereto, p. 5. In cited reference, OPM notes the requirement that agency plans relating to performance awards contain a method for ensuring that the size of awards granted to employees at level 5 (Exceptional rating in DA) be higher than those granted for level 4 employees (Highly Successful rating in DA) and, in turn, for level 3 employees (Fully Successful rating in DA).

8. U.S. Government, Special Edition to the Federal Register, Code of Federal Regulations, 1-1-87 Edition, January 1, 1987, pp. 224-225.

9. Ibid., p. 221.

10. Ibid., p. 299.

11. Ibid., pp. 225-226.

12. Ibid., pp. 298-199.

13. U.S. Department of the Army, Interim Change No. 3 to Army Regulation 672-20, Chapter 5, "Performance Awards," pp. 4-7.

14. Edward L. Lawler, III, Pay and Organization Development, p. 100.

15. Gary P. Latham and Kenneth N. Wexley, Increasing Productivity Through Performance Appraisal, pp. 28-30.

## CHAPTER III

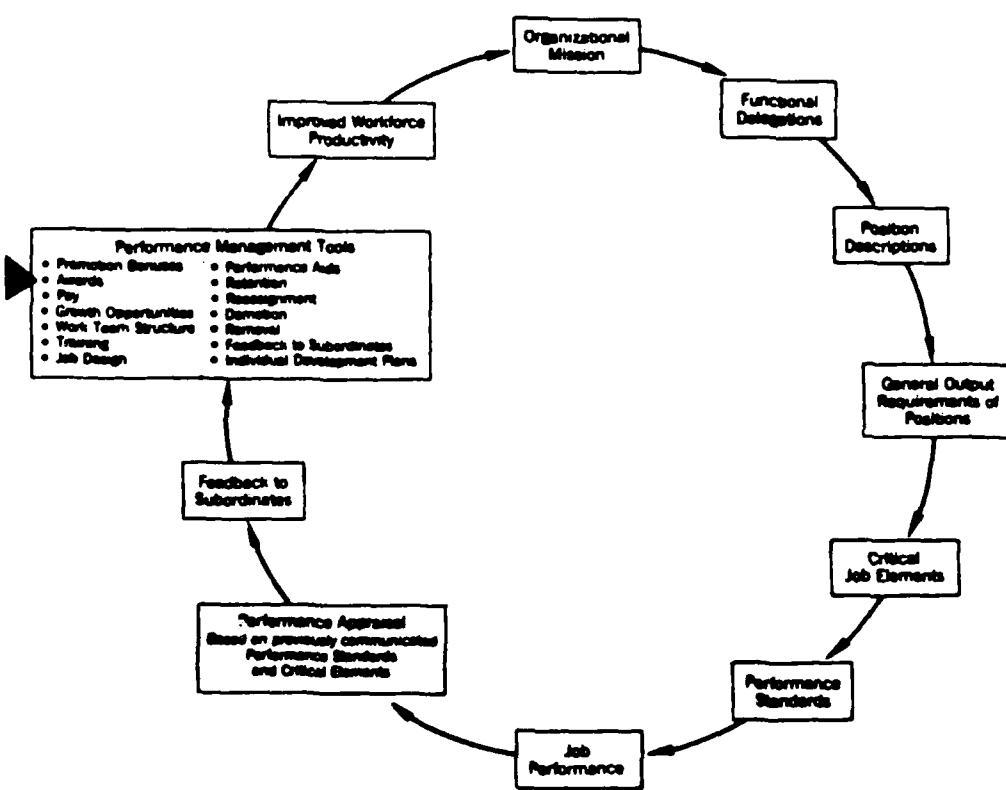
### THE PERFORMANCE MANAGEMENT PROCESS CONCEPT

#### BACKGROUND

The cash performance award program within DA supposedly provides a managerial tool for improving employee productivity. That program, however, is but one very small piece of a much larger, and dynamic, process of performance management. If it is to contribute its part towards the improvement of productivity within that process, it must be properly aligned with numerous other performance management practices and procedures, all of which must simultaneously be in place and effectively functioning. It must be mutually supportive of, and be mutually supported by, those other performance management practices and procedures with which it is to be interlocked as but one piece of the total puzzle. It should not be viewed, and its impact can not be meaningfully assessed, out of context from the broader process. To do so would fail to give due cognizance to the interrelatedness, and interdependence, of the numerous pieces of the puzzle.

The schematic at Figure 3-1, extracted from the Federal Personnel Manual, expresses the view of OPM as to how monetary rewards fit into the broader construct of performance management and productivity improvement.<sup>1</sup> As it fails, however, to adequately emphasize certain performance management aspects

FIGURE 3-1  
THE OPM VIEW OF THE PERFORMANCE MANAGEMENT PROCESS  
AND CASH AWARDS



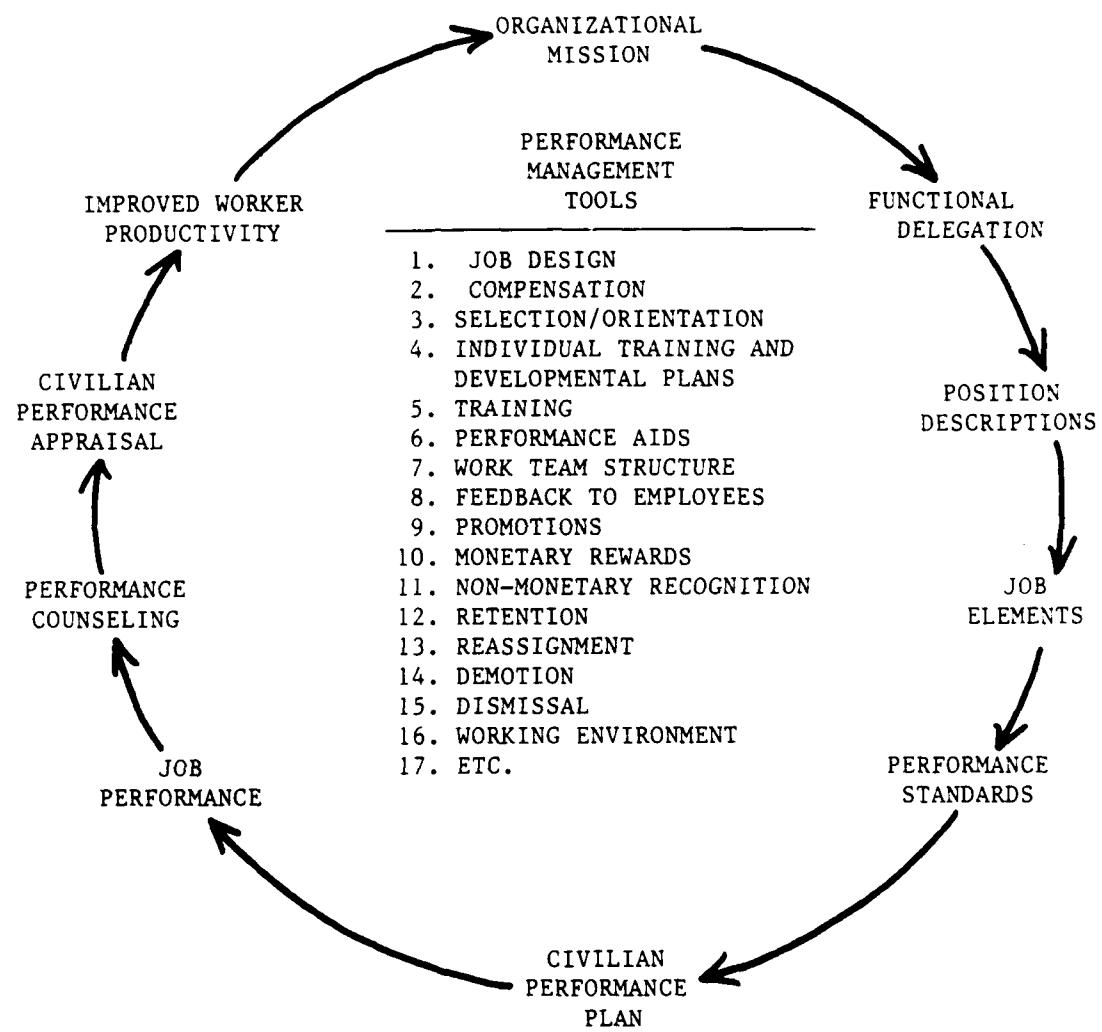
Extracted from the Federal Personnel Manual, Chapter 451,  
"Incentive Awards," Subchapter 6, "Monetary Recognition for  
Performance," p. 451-19.

that are germane to this study, the modified schematic which appears at Figure 3-2 has been developed by the author and will serve as the point of reference for subsequent discussion. The development of an understanding of the respective steps within the performance management process as depicted, and their interrelationships, is essential for placing the cash performance award program of DA in perspective.

Despite its apparent simplicity, the import of the schematic at Figure 3-2 is significant, for it serves to portray a cash performance award as but one management tool within the context of a much broader process of performance management. That process, which it is important to note is cyclical, both begins and ends with the organizational mission. The intervening series of successive steps within the process ultimately leads, at least in theory, to the realization of improved workforce productivity that, in turn, serves to promote achievement of the organizational mission. Each step within the process, while appearing to be functionally discrete, is but a prelude to subsequent steps. The process is simultaneously incremental, cumulative, and synergistic, if it is functioning effectively. Inadequate or inept negotiation of any given step would presumably serve to have an impact upon subsequent steps, and ultimately serve to impact upon the extent to which improved workforce productivity was realized.

Each of the steps in the performance management process as depicted in Figure 3-2 is discussed in greater detail at

FIGURE 3-2  
THE PERFORMANCE MANAGEMENT PROCESS  
SCHEMATIC



Appendix 1. That discussion leads to the premise that performance management is a complex process, consisting of a series of interrelated and interdependent activities.

#### IMPROVED WORKER PRODUCTIVITY

Employees constitute an extremely expensive investment on the part of an organization, and it is a reasonable expectation on the part of top management that the return on that investment would at least equal, and preferably exceed, the cost. Logic would dictate that a major goal of any organization should, therefore, be to promote employee productivity and, beyond that, to enhance or increase productivity to the maximum extent practicable. The greater the level of productivity as is achieved on the employee's part, the greater will be that employee's contribution towards the accomplishment of the organization's mission and the achievement of its essential goals and objectives.

The achievement of an acceptable, and preferably higher, level of productivity is the ultimate step in and final outcome of the performance management process, however that process may be schematically depicted or the steps therein labeled.

With respect to the federal sector workforce, one expanded definition of productivity as posited by OPM includes ". . . increasing efficiency, increasing the usefulness of governmental services or products, increasing the responsiveness of services to public need, decreasing the cost of services, and decreasing

the time required to provide the services," or as more simply stated, productivity is ". . . doing things right and doing the right things."<sup>2</sup> The latter definition seems, in its generic simplicity, to strike directly to the heart of the performance management process.

#### THE BOTTOM LINE AND PROCESS SYNERGY

In actuality, improved worker productivity is less a distinct step in the process than it is the ultimate outcome of the supervisor's effective application of multiple performance management practices and procedures (and appropriate performance management tools) at each and every step in the process. That outcome can not be exclusively attributed to any given step in the process, or to the employment of any single performance management tool. It is the sum, or more than the sum, of the respective steps in the process. Any attempt to empirically demonstrate the exact degree to which a given performance management tool, by itself, directly contributes to improved worker productivity may constitute an exercise in futility. In reality, the impact upon worker productivity may relate less to a performance management tool, in itself, than to the efficacy of the performance management process in its totality. The problem lies in getting the two participants in that process--the supervisor and the employee--to both do the right things and do those things right. The secret to solving that

problem is to have a performance management process that works right.

Accurate job descriptions that directly relate to accomplishment of the mission should provide the basis for the identification of purposeful job elements that, in turn, should serve as the meaningful basis for the development of realistic and achievable performance standards. The development of a viable Civilian Performance Plan, to include training and developmental needs, should provide the basis for ensuring mutual understanding and for objectively evaluating the employee's performance. Continuing assessments of actual job performance should contribute to the early identification of problems impacting upon achievement of established performance standards that, in turn, should lead to the proactive taking of corrective action and the provision of constructive counseling that, in turn, should serve to foster an open and candid dialogue between supervisor and employee. The maintenance of such a dialogue should serve to promote trust and confidence, and should set the stage for the employee's acceptance of a Civilian Performance Rating which honestly and accurately reflects the demonstrated level of performance. Such a viable, and synergistic, performance management process facilitates identification of the employee whose performance over the appraisal period has truly been superior to that of peers, has actually exceeded the standards as established, and clearly stands as being worthy of recognition and reward commensurate with the level

of performance achieved. More importantly, it establishes demonstrable performance as the principal, if not singular, criterion for recognition and reward. In the final analysis, such a synergistic process enhances the probability of enhanced employee productivity that, in turn, contributes to the achievement of the organization's mission.

#### ENDNOTES

1. U.S. Office of Personnel Management, Federal Personnel Manual, Chapter 451, p. 451-19.
2. U.S. Office of Personnel Management, Managers Guide for Improving Productivity, p. 3.

## CHAPTER IV

### REVIEW OF PERTINENT STUDIES AND TRENDS

#### BACKGROUND

There have been no definitive studies conducted within DA that address the cash performance award program and the impact thereof upon either the motivation of GM 13-15 employees or the enhancement of their efficiency, effectiveness or productivity. There have been, however, other studies and reports within the federal sector and DA that provide some useful insights regarding the attitudes and perceptions of federal sector employees. Some of those insights are pertinent to the thrust of this study, and will be examined during the course of this chapter's discussion. Further, the chapter will examine pertinent data relating to administration of the cash performance award program within DA, to provide substantiation for subsequent recommendations as will be made in a later chapter.

#### THE FEAS 1 AND FEAS 2 SURVEYS

In 1979, OPM conducted its first Federal Employee Attitude Survey--Phase 1 (FEAS 1), which was intended to capture baseline data regarding federal civilian employee attitudes and perceptions towards personnel and performance management practices throughout the federal sector, prior to implementation or reforms under PL 95-454. It was further intended that the survey would

periodically be readministered so as, when compared with baseline data, to support an assessment of the extent to which the various reform efforts had impacted and the identification of any trends.<sup>1</sup> In late 1980 and early 1981, the Federal Employee Attitude Survey--Phase 2 (FEAS 2) was administered, targeting upon the more senior-level employees (i.e., GS 13 and above, to include members of the Senior Executive Service) within the federal workforce.<sup>2</sup> While there are some valid criticisms that could be levied regarding the design, administration, external validity and interpretation of data relating to both surveys, they do provide some insights which are germane to numerous facets of the performance management process.

In FEAS 2, a disquieting percentage of responding senior-level civilian supervisors indicated a perception that performance appraisals were not at all helpful with respect to: accurately assessing employees' strengths and weaknesses in the performance of their jobs (35% so indicating); assisting in the establishment of training or developmental plans (47% so indicating); or, improving employee performance (40% so indicating). Only 48% agreed (with 27% disagreeing) that performance appraisals had any appreciable influence on personnel actions, compared to 61% that had agreed (with 22% disagreeing) in FEAS 1. The percentage of senior-level supervisors who indicated that their own rating supervisors set clear goals for them demonstrated a decline, from 54% under FEAS 1 to 46% under FEAS 2. Some 42% of supervisors indicated in FEAS 2 that they felt their

rating supervisors tended to award performance ratings that were unrelated to how well employees had actually performed their jobs. Of employees in grade levels 13-15, 36% indicated in FEAS 2 that they felt that promotions, increased job security, cash awards or pay increases were unlikely rewards for good performance. Almost 40% of 13-15 level supervisors indicated that they never, or only rarely, received feedback from their own supervisors, although 99% of the respondents indicated that they would have preferred such feedback on a frequent basis.<sup>3</sup>

What the FEAS 1 and FEAS 2 surveys do demonstrate, in spite of their methodological shortcomings and the passage of time since their administration, is that there are multiple performance management practices that could serve to influence the attitudes and perceptions of employees and, hence, need to be considered in any study relating to what motivates such employees to perform at a high level of productivity. Of even greater significance were the FEAS 2 results regarding a number of critical performance management practices that, at least within the broad federal sector of 1981, do not appear to have produced the results as were perhaps intended. Unfortunately, OPM elected to not conduct any follow-on surveys since FEAS 2, and there is a distinct absence of any other studies that would provide for a more empirically valid or definitive assessment of civilian employee attitudes and perceptions within the federal sector regarding critical personnel or performance management practices.

### THE FY 1985 ARMY-WIDE SURVEY OF CIVILIAN PERSONNEL

Since FY 1979, a biennial survey has been administered to a sample representing virtually the entire civilian workforce of DA, covering a broad range of subjects and stratifying responses between both supervisory and non-supervisory employees. In December 1985, the report on the FY 1985 survey was issued by ODCSPER. That particular survey, as opposed to previous administrations of the survey, contained a supplemental questionnaire for supervisors that related to numerous aspects of the performance management process. It is worthwhile to note a number of the more pertinent results as were obtained, the focus being only on responses from supervisory personnel.

With respect to whether management within the Army was concerned about civilian employees, 44% of supervisory personnel responded in an affirmative manner, but a disturbing 31% expressed the view that such was not the case. In a related vein, 21% indicated that they perceived management to not be adequately responsive to employee concerns, while but 59% felt that management was responsive. Only 54% agreed with the view that management provided sufficient support for their work units. Only 56% indicated that management promoted a sense of team spirit within their organizations. Similarly disquieting response percentages were encountered in other areas, in that: 63% felt that managers worked with employees; 59% felt that they were kept adequately informed; 60% felt that management was readily available to discuss issues and problems; 40% felt

that the performance appraisal system was helpful in improving performance; 50% were satisfied with their chances for promotion; 55% felt that their jobs were properly graded; 65% felt that counseling was adequate; and, 34% saw the merit promotion system as worth the trouble. Finally, 97% of supervisory employees indicated that their pay was very important to them, but only 59% felt that their pay was satisfactory.<sup>4</sup>

The fact that fully 31% of supervisors within DA's civilian workforce perceived management to not be concerned about civilians constitutes somewhat of an indictment as to the quality and effectiveness of managerial leadership within DA; if such, in reality, is the case, it harbors immense ramifications regarding the establishment of an effective communicative dialogue and the fostering of trust and confidence among supervisory employees and their own rating supervisors. The fact that only 40% of supervisory employees considered the performance appraisal to be helpful in improving performance raises a serious question as to whether appraisals were being properly and effectively utilized. More importantly, the question arises as to whether essential performance management steps leading up to the appraisal (e.g., setting of performance standards, developing performance plans, providing performance counseling, etc.) were being effectively negotiated. The performance appraisal constitutes the principal documentation for supervisory decision-making in support of virtually all major personnel and performance-related actions, to include

the granting of cash performance awards. For it to have been seen by such a small percentage of DA's supervisory workforce as helpful in improving performance is of significant import.

In the main, the comparative analysis and interpretation of data as contained in the FY 1985 report were both incomplete and inadequate. Cognizance was not given in the report to a considerable quantity of available raw data that, had it been analyzed and addressed, could have lent greater substance to the report and led to the formulation of a number of additional findings and conclusions, as well as probable recommendations that could have been of value to DA. It is not within the purview of this study to provide a detailed critique of the report's methodological adequacy or validity, except to suggest that it leaves much to be desired from the standpoints of completeness and substance. In spite of obvious shortcomings, however, it still serves to raise some poignant concerns as to the viability of many aspects of the performance management process within DA. In the aggregate, it ought to prove sufficiently disquieting to prompt DA to seek answers as to why supervisors perceive things as they do, and to expeditiously move to more closely examine several facets of the performance management process for possible explanations of those perceptions.

#### THE JULY, 1987 OPM REPORT

By law, OPM is required to submit an annual report to the President and the Congress that provides for an assessment of

the effectiveness of the PMRS. To support preparation of its most recently published report (July, 1987), OPM supposedly solicited input from all federal departments and agencies regarding the status of PMRS activities and issues within their respective operational spheres. Reportedly, OPM incorporated the input as was actually received from 43 such federal departments and agencies (which, it should be noted, did not include a response from DA) in preparing its overall assessment of the status of the PMRS within the federal sector at large. The report was not based upon any empirical survey of GM employees regarding their perspectives as to PMRS activities or issues.<sup>5</sup>

Given the manner in which the OPM report was prepared, four cautions are warranted regarding any review and discussion of its contents. First, the report represented OPM's overall analysis of the PMRS based upon input from a large number of, but not all, departments and agencies within the federal sector; what was stated in that overall assessment about the status of the PMRS within the federal sector at large may not necessarily have been the case within a specific department or agency thereof, or within DA. Secondly, the report did not reflect (as Tabs or Appendices) the actual input from respondents, so as to allow for comparison of their specific comments against what was compiled and presented by OPM as the overall assessment; that overall assessment may well have contained a degree of OPM bias with respect to specific issues or problems perceived to be important or warrant visibility, but that were

not actually identified or addressed by respondents. Thirdly, respondents may have had a tendency, as is often the case, to downplay or not address any specific issues that would have tended to reflect unfavorably upon or prove to be an embarrassment regarding their administration of the PMRS; in this regard, OPM's overall assessment may have been disposed towards a more favorable view of PMRS activities than was actually the case. Finally, it should be noted that each respondent provided OPM with input that reflected the perspectives as held at departmental or agency level; those perspectives may or may not have fully and accurately reflected the perceptions of GM employees, within a given agency or in the aggregate. Notwithstanding such cautionary comments, the July, 1987 OPM report does provide some useful insights as to how well certain key components of the performance management process under the PMRS may have been functioning within the federal sector at large.

Based upon its review of departmental and agency input, as well as its own evaluation of PMRS activities, OPM identified a number of findings considered to be of significance, of which a few will be examined. Some 69% of all GM employees were being rated, based upon FY 1985 data, at a level above that of Fully Successful (where the ascending order of rank proceeds from Fully Successful, to Highly Successful, to Exceptional). This phenomenon was interpreted by OPM to be indicative of the fact that a considerable degree of inflation in ratings was occurring, and that such inflation constituted

an issue that required resolution. Further, considerable variation was noted as being exhibited among the various departments and agencies regarding rating distributions. As an example, while the average on a government-wide basis of GM employees rated Exceptional was 20.7% of the total GM workforce, specific agency averages for that level of rating ranged from a low of 10.5% in one agency to a high of almost 70% in another. To OPM, problems continued to persist regarding the quality of both job elements and related performance standards; standards were frequently found to not always be clearly stated in terms that were objectively measurable, were often inconsistent, and did not serve to distinguish between the Fully Successful level and higher levels of performance. Reportedly, GM employees were concerned about, and held mixed views regarding, the fairness and equity with which PMRS practices were being followed; such was especially the case with respect to the objectivity of performance appraisals and the equitable granting of summary performance ratings. Based upon respondent input, OPM concluded that there had been greater employee acceptance of the PMRS than had been the case with its predecessor, the Merit Pay System, but that it still was not fully accepted. Respondents were noted as having generally expressed the view that full acceptance of the PMRS, by both management and GM employees, was contingent upon the eventual resolution of such issues as have been noted, as well as the achievement of greater stability in PMRS practices and the passage of additional time for such

stability to be realized. Responding departments and agencies were reported to have favorably indicated that their GM employees basically understood the PMRS and its impact upon them, a situation attributed to their aggressive training and promotional efforts as had been put forth. With such a positive assessment of the PMRS endeavor, however, OPM was in disagreement, citing that its own reviews of various agencies' programs had indicated that there remained considerable room for improvement in communicating and enforcing PMRS requirements, and in enhancing understanding of the PMRS among both management and employees.<sup>6</sup>

In the area of performance awards, OPM noted that the size of an average award, government-wide, had increased from 2.4% of base salary in FY 1985 to 3.1% in FY 1986. The size of specific awards among GM employees of like ratings, however, was noted by OPM to have varied widely among agencies. In the case of employees rated as Exceptional, as an example, awards ranged from as high as 12% of base salary down to the minimum 2% figure mandated by statute. Moreover, some agencies had greatly broadened the base for the granting of awards to include large numbers of GM employees rated as Highly Successful and Fully Successful, while others had been more restrictive in the granting of awards. As an example of the latter situation, OPM cited the experience of six of the reporting agencies, the aggregate GM workforce of which accounted for 25% of the total GM workforce within the federal sector. Within those six agencies, taken as a single grouping, fully 70% of all assigned

GM employees had been granted a cash award; almost 90% of those rated as Highly Successful had received an award, and nearly 25% of those rated as Fully Successful had been granted a cash award. In the view of respondents, and OPM, this type of situation illustrated one of the major impediments to full employee acceptance of the pay-for-performance provisions of the PMRS. In the view of employees, as reported by OPM, skewed performance ratings were seen as resulting in a much larger number of GM employees actually being granted awards than should have perhaps been the case; given the finite level of funding available, such inevitably resulted in the granting of awards for which the dollar value was smaller. In short, the cash awards pie was divided among so many recipients that the piece received by any one recipient was perceived to be inadequate. That view would perhaps be substantiated by the fact that, per OPM's records, many GM employees were receiving what constituted but token awards. For some number of employees at the Highly Successful rating level, OPM records reflected cash awards as low as 0.15% of base salary.<sup>7</sup>

#### REVIEW OF CASH PERFORMANCE AWARD PROGRAM DATA IN DA

There is evidence that some of the significant PMRS issues as noted by OPM in its July, 1987 report may well apply to both the performance management process and the cash performance award program within DA. Such can, in part, be inferred from various employee responses from DA's FY 1985 survey of civilian

employees, as have been previously addressed. In part, such can be demonstrated via analysis of FY 1985 program data relating to administration of the cash performance award program within DA. Appendices 2-6 contain detailed data relating to both the performance management process and the cash performance award program within DA, upon which subsequent discussion will be predicated. Such data was compiled from ODCSPER files.<sup>8</sup>

It is not within the purview of this study to attempt a comprehensive review and analysis of the program data as has been depicted at the cited Appendices. The author suggests as an aside, however, that such might prove an enlightening and beneficial endeavor for the Civilian Personnel Modernization Project (CPMD) staff and several ODCSPER program proponents. Discussion will focus on a more limited review of selected program data to substantiate points as will later be made in the study. Acronyms relating to the Major Army Commands (MACOM's) or separate DA agencies (hereinafter also referred to as MACOM's) as are employed in subsequent discussion, are defined at the endnote citation.<sup>9</sup>

Figure 4-1 reflects the overall FY 1985 summary rating distribution for DA, by MACOM and for the three highest summary rating levels. It is significant to note that fully 25% of GM employees in DA were rated Exceptional and some 50% were rated Highly Successful; taken together, over 65% of DA's total GM workforce was awarded a summary rating within one of the two

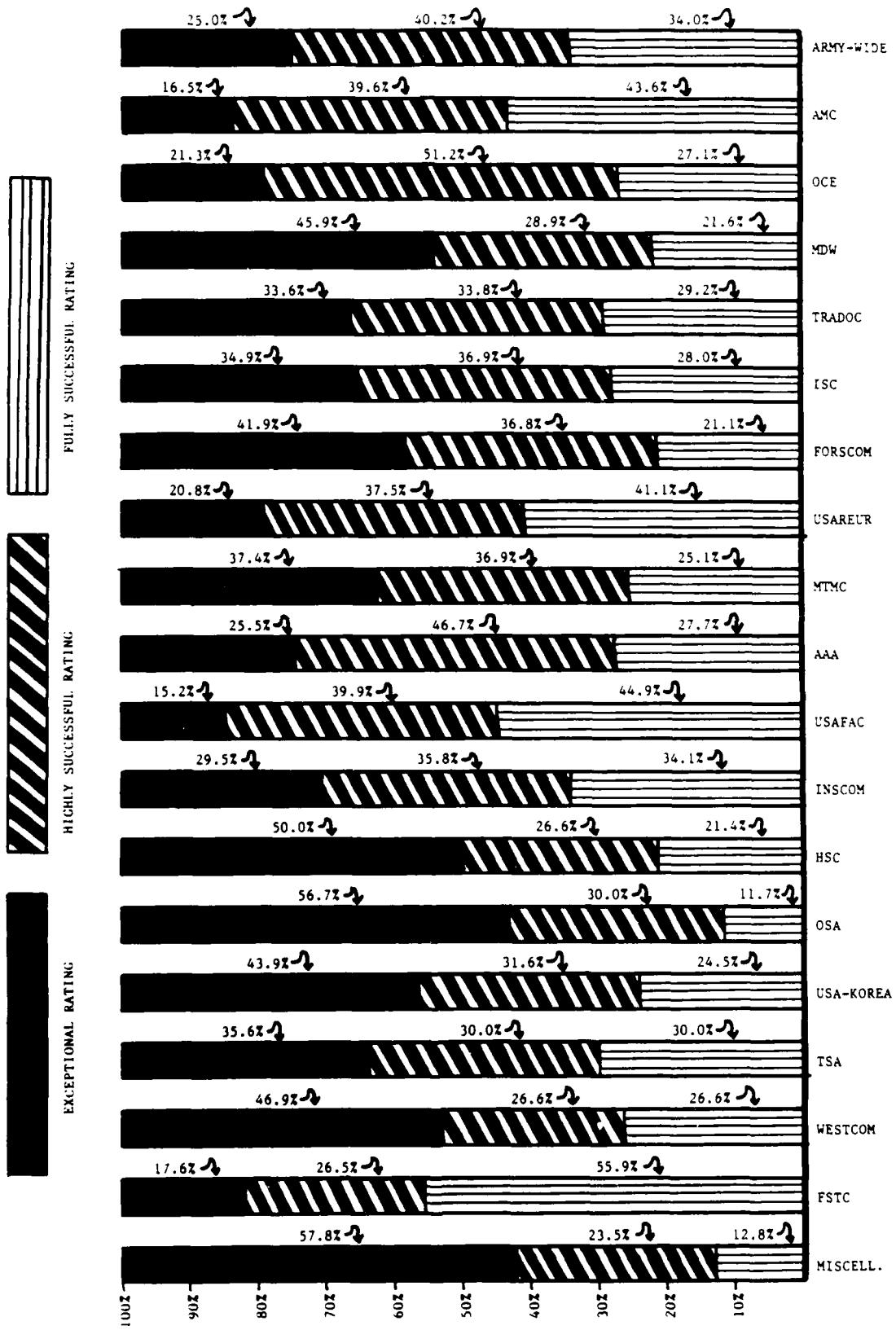


FIGURE 4-1 DA SUMMARY RATING DISTRIBUTION - FY 1985

highest summary rating categories. Such would appear to substantiate OPM's contention that, throughout the federal sector, performance ratings tend to be inflated, with a resultant skewing of the average in the direction of the higher summary ratings. For the moment, that contention will be left to stand, although there is a counter-argument that could be made and will be presented in Chapter VIII. Of perhaps far greater importance, however, is the considerable variation exhibited within and among the respective MACOM's relative to the distribution of specific summary ratings, and it is to that phenomenon that attention will be directed. With respect to the Exceptional rating distribution, the percentage of a given MACOM's GM workforce that was so rated ranged from a low of 15.2% (in USAFC) to a high of 56.7% (in OSA). Within one MACOM (AMC), which accounted for over 41% of DA's total GM workforce, the percentage was only 16.5%; that fact served to shift the overall DA percentage downward. Excluding that one MACOM (AMC) from computation would result in an overall DA percentage for Exceptional ratings that was above 30%. In any case, a disparity among the MACOM's clearly exists, and should serve to raise the question as to why some MACOM's rate over half their GM employees as being Exceptional while others grant that level of rating to a far smaller percentage of employees. That same disparity exists with respect to the Highly Successful summary rating distribution for FY 1985. Percentages of GM employees awarded that level of summary

rating ranged from 26.5% (in FSTC) to 51.2% (in OCE). The same phenomenon can again be noted for the Fully Successful summary rating distribution. The total picture is best portrayed at Figure 4-2, which combines GM employees rated as Exceptional and Highly Successful into a single grouping. As can be

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FIGURE 4-2

PERCENTAGE OF TOTAL GM EMPLOYEES RATED AT THE TWO HIGHEST SUMMARY RATING LEVELS (EXCEPTIONAL AND HIGHLY SUCCESSFUL)

ARMY-WIDE = 65%

AMC = 56%	USAFAC = 55%
OCE = 73%	INSCOM = 65%
MDW = 75%	HSC = 77%
TRADOC = 67%	OSA = 87%
ISC = 72%	USA-KOREA = 76%
FORSCOM = 79%	TSA = 69%
USAREUR = 58%	WESTCOM = 73%
MTMC = 85%	FSTC = 44%
AAA = 72%	MISCEL = 81%

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noted, MACOM's do indeed exhibit a significant degree of variation in their distributions for the two highest summary rating levels, from a low of 44% (in FSTC) to a high of 87% (in OSA), with a close second-highest of 85% (in MTMC). What all this exactly means is speculative, but a good unscientific conclusion would perhaps appear to be: in some MACOM's, a GM employee has a better chance of getting a high summary rating than in other MACOM's. It would appear that a GM employee would be better advised to apply for a position with OSA or

MTMC before FSTC, were his principal objective to maximize his potential for a higher summary rating on his Civilian Performance Rating. The postulation of any specific reason, or reasons, for the obvious variations in summary ratings among MACOM's is somewhat conjectural, as the data simply point to the phenomenon and offer no explanations. Such might relate, conceivably, to how well the performance management process was functioning within the respective MACOM's. Perhaps some MACOM's were more stringent at enforcing meaningful job elements and performance standards than others, and were more demanding of their GM employees to have "stretched" beyond Fully Successful level standards to warrant receipt of a higher level summary rating.

Fully 65% of DA's total GM employee workforce was granted a cash performance award in FY 1985 (based upon data at Appendix 3). Such was consistent with the government-wide average of 70%, as noted by OPM in its July, 1987 report. While admittedly high, the percentage of employees granted cash performance awards within DA is perhaps of less import than other general conclusions that can be drawn from an analysis of FY 1985 cash performance award program data.

The overall average dollar value of a cash performance award within DA for FY 1985 was \$1109. But overall averages, as with rating distributions, differed widely among the respective MACOM's. Overall dollar averages per award ranged from a high of \$2490 (in FSTC), and a close second of \$2248 (in USAFAC) to a low of \$761 (in OSA). To a limited extent, such divergence

could possibly be explained in light of levels of funding expended in support of cash performance award payouts, which were 1.46%, 1.44%, and 1.10% for the three MACOM's as cited, respectively. In itself, variation among MACOM's relative to the level of funding expended serves to raise some poignant questions as to the administration of the cash performance award program, especially regarding the concern of management within some MACOM's for the equitable treatment of their GM employees. All MACOM's were advised by DA, for FY 1985, to budget a figure equal to 1.5% of their aggregate GM employee payrolls to support cash performance award payouts. The funding levels as depicted at Figure 4-3 for the respective MACOM's (which, it is noted, reflect levels of funding as expended, not just budgeted) would seem to indicate that a

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FIGURE 4-3

LEVELS OF FUNDING FOR CASH PERFORMANCE AWARDS  
(AS A PERCENTAGE OF AGGREGATE GM EMPLOYEE PAYROLL)

ARMY-WIDE = 1.38%

AMC = 1.45%	USAFAC = 1.39%
OCE = 1.29%	INSCOM = 1.44%
MDW = 1.33%	HSC = 1.49%
TRADOC = 1.28%	OSA = 1.10%
ISC = 1.45%	USA-KOREA = 1.48%
FORSCOM = 1.37%	TSA = 1.50%
USAREUR = 1.43%	WESTCOM = 1.50%
MTMC = 1.41%	FSTC = 1.46%
AAA = 1.30%	MISCEL = 1.52%

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number of MACOM's did not actually expend funds to the level as advised by DA. Hopefully, such related to a conscious decision of management within those applicable MACOM's, rather than inattention to administration of the program or managerial ineptness. The data do not suggest a plausible explanation for the funding level disparities, but they do lead to the drawing of the following general conclusions: the lower the level of funding for the cash performance award program within a given MACOM, the lower will be the dollar value of its overall average cash award; and, deserving cash performance award recipients will invariably be shortchanged in those MACOM's that fail to budget and expend funds to the level of funding as allowed by DA.

To a far greater extent, however, the reason for smaller overall average awards appears to have been more a function of the total number of recipients, among whom available funding had to be divided. As a general rule, the higher the number of recipients as a percentage of a given MACOM's total GM workforce, the lower was that MACOM's overall average award. A GM employee is eligible, by statute, for a cash award of up to as high as 10% of his annual salary. In light of current GM pay schedules (which do not differ that significantly from those in FY 1985), an employee could receive, depending upon his respective GM grade and step within the pay schedule, a cash performance award falling at some point between \$3950 (for a GM-13, Step 1) and \$7137 (for a GM-15, Step 10). The

FY 1985 overall average of \$1109 within DA for a cash award seems very small in comparison to the latter figure. Such may help to explain the view of GM employees, as noted by OPM in its July, 1987 report, that cash awards are generally inadequate, and in many instances appear to represent but token rewards.

By law, it is mandated that a GM employee rated Exceptional will be granted a cash performance award equalling at least 2% of his base salary.<sup>10</sup> For this reason, all GM employees rated Exceptional in FY 1985 were, in fact, granted cash performance awards. But the size of those awards, however, again tended to vary considerably among the MACOM's, as can be noted at Figure 4-4. While the DA average for cash awards granted to Exceptional employees was \$1573, average awards within the respective MACOM's ranged from a high of \$2883 (in FSTC) to a low of \$804 (in OSA). Review of the data suggests the framing of two general conclusions: the greater the number of GM employees rated Exceptional within a given MACOM, the smaller will tend to be the size of the average award; and, the average size of cash awards for GM employees rated as Exceptional tends to be skewed towards the 2% minimum figure as mandated by law.

In examining FY 1985 data relating to GM employees rated as Highly Successful, as also depicted in Figure 4-4, several observations are worthy of note. First, MACOM's exhibited an

FIGURE 4-4

**COMPARATIVE ANALYSIS**  
**AVERAGE SIZES OF CASH PERFORMANCE AWARDS**  
**FOR GM EMPLOYEES RATED AS EXCEPTIONAL (EX) /**  
**HIGHLY SUCCESSFUL (HS) / FULLY SUCCESSFUL (FS)**

<u>AVERAGE FOR</u>	<u>(EX)</u>	<u>(HS)</u>	<u>(FS)</u>
ARMY-WIDE	\$1573	\$ 870	\$ 454
AMC	2075	1026	475
OCE	1714	806	407
MDW	1085	547	524
TRADOC	1292	642	0000
ISC	1351	725	639
FORSCOM	1120	584	650
USAREUR	1604	706	395
MTMC	1363	638	0000
AAA	1309	644	0000
USAFAC	2531	1356	1400
INSCOM	2248	0000	0000
HSC	1278	779	0000
OSA	804	654	374
USA-KOREA	1221	611	0000
TSA	1422	644	500
WESTCOM	1137	566	0000
FSTC	2883	1975	0000
MISCEL	1005	721	463

even greater variation, both with respect to the distribution of awards and to the average size of awards. From the distributional standpoint, several MACOM's (five, to be exact) elected to grant cash performance awards to all GM employees rated as Highly Successful, while at least one (INSCOM) opted to grant no cash awards to GM employees rated Highly Successful (or Fully Successful, for that matter). In the case of INSCOM, such explains why its average award for GM employees rated as Exceptional was the second-highest in DA; INSCOM apparently

elected to channel all of its available funding towards but one summary rating category. Among the MACOM's, discounting INSCOM from further consideration, the average size of a cash award for Highly Successful employees exhibited a wide range, from a high of \$1975 (in FSTC) to a low of \$574 (in MDW). That phenomenon leads to a second noteworthy observation, which centers on the issue of equity. It would seem reasonable to expect, given two cash performance award recipients of like grade and summary rating level, that there should not be a pronounced differential in the size of their awards, even if they were assigned to different MACOM's. Admittedly, Figure 4-4 lumps together GM 13-15 level employees, and the salary differences among grade levels and steps could be expected to result in cash awards of differing sizes for specific recipients (even those of the same grade level, given the impact of differing Merit Pay increases over time). That explanation is less persuasive when comparing across the respective MACOM's the average sizes of cash awards between summary rating levels. One is at a loss to rationally and completely explain why the average award size in MDW for Exceptional GM employees was \$1085, while \$1975 was the average award size in FSTC for Highly Successful employees. When examining data for Fully Successful employees at Figure 4-4, any hopes for positing a rational explanation are dispelled. The sole GM employee rated Fully Successful in USAFAC, to whom a cash performance award was granted in FY 1985, received \$1400. The size of

that one GM employee's award exceeded the average award for Highly Successful GM employees in all MACOM's except FSTC; further, it exceeded the average award for Exceptional GM employees in ten MACOM's. As noted previously, OPM expects that the sizes of cash performance awards would be proportionately keyed to summary rating levels, in that the Exceptional employee should receive a proportionately higher award than the Highly Successful employee who should, in turn, receive a higher award than a Fully Successful employee. The equity issue is even more apparent for Fully Successful GM employees. As can be noted, eight MACOM's elected to grant no cash awards to such employees, while AMC granted cash awards to some 53% of its total number of GM employees as were rated Fully Successful. Within FORSCOM, the average award for the three Fully Successful employees who were granted same was \$650, compared to FORSCOM's average cash award of only \$584 for its Highly Successful cash award recipients.

With respect to DA's cash performance award program, the FY 1985 data would lead one to conclude that a number of the prerequisite conditions as identified by Lawler may not have been met, on either an aggregate basis within DA or within specific MACOM's. Serious questions could be raised as to the uniformity and equity of cash award distributions among the various summary rating levels, and within and among the respective MACOM's.

In the main, review of FY 1985 program data serves to imply that the performance management process within DA, specifically the performance appraisal step, was perhaps functioning at less than a desirable level, on both a system-wide basis and especially so within certain MACOM's. Valid concerns can be raised regarding the accuracy and objectivity of performance appraisals, the application of meaningful performance standards, the equity and fairness of rating distributions, and the uniformity of compliance with established appraisal practices and procedures. If such concerns are, in fact, valid, the potential ramifications are immense for the cash performance award program. The Civilian Performance Rating constitutes the foremost documentation upon which critical personnel and performance management actions are to be predicated, to include the granting of cash performance awards. It must represent a candid, accurate and objective evaluation of demonstrated performance on the part of an employee, the assessment of which must relate to the degree to which that employee failed to meet, met, or exceeded meaningful performance standards as set forth in the Civilian Performance Plan. Were it to not do so, or be purposely inflated to a rating level above that of demonstrated performance, the objective utility of the Civilian Performance Rating for determining who should receive a cash performance award would be diminished, and the credibility of the entire concept of

the cash performance program as a management tool for rewarding performance would be discredited.

#### ENDNOTES

1. U.S. Office of Personnel Management, Federal Employee Attitudes--Phase 1: Baseline Survey, 1979, p. 1.
2. U.S. Office of Personnel Management, Federal Employee Attitudes--Phase 2: Follow-up Survey, pp. 1-2.
3. Ibid., pp. 2-24
4. U.S. Department of the Army, Report of FY 1985 Army-wide Questionnaire Survey of Civilian Personnel, pp. 1-1-5-2.
5. U.S. Office of Personnel Management, Report to the President and the Congress on the Performance Management and Recognition System, p. 2.
6. Ibid., pp. 3-11.
7. Ibid., p. 7.
8. Program data used to develop Appendices III-VII was obtained from current files of ODCSPER's Labor and Employee Relations Office.
9. Acronyms for the various MACOM's and separate agencies of DA are defined as follows:  
AMC: Army Material Command  
OCE: Office of the Corps of Engineers  
MDW: Military District of Washington  
TRADOC: Training and Doctrine Command  
ISC: Information Systems Command  
FORSCOM: Forces Command  
USAREUR: United States Army, Europe  
MTMC: Military Traffic Management Command  
AAA: Army Audit Agency  
USAFAAC: United States Army Finance and Accounting Center  
INSCOM: Intelligence and Security Command  
HSC: Health Services Command  
OSA: Office of the Secretary of the Army  
USA-KOREA: United States Army, Korea  
TSA: Troop Support Agency  
WESTCOM: Western Command

FSTC: Foreign Science and Technology Center

MISCELL: Consists of small agencies to which there are assigned too few GM employees to warrant separate display of data. Such agencies have been grouped together for display, but data relating to same will not be referenced in the discussion.

10. U.S. Government, Special Edition to the Federal Register, Code of Federal Regulations, 1-1-87 Edition, January 1, 1987, p. 299.

## CHAPTER V

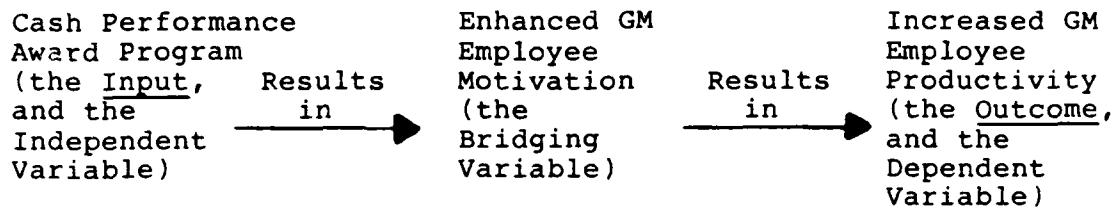
### FACTORS IMPACTING UPON EMPLOYEE MOTIVATION

In any human endeavor, attitudes and perceptions are crucial factors to which cognizance must be given by management on a continuing basis, as they can serve to positively or negatively impact upon desired program outcomes. Such is the case because an employee's attitudes and perceptions can have a direct bearing, whether for good or bad, upon allegiance to the organization, the supervisor and the job. They have a bearing upon the extent to which an employee is willing to do that which is expected, and is motivated to "stretch" beyond that which is expected to excel at what the employee does.

#### THE BRIDGING VARIABLE--MOTIVATION

The mere fact that a program has been established by no means carries an inherent guarantee that its desired outcomes will be realized in practice, even if those outcomes are clearly defined and thoroughly understood. The program must first serve to have a positive impact upon the attitudes and perceptions of employees, so as to constitute a positive motivator for them to aspire to achieve the desired outcomes. With respect to the cash performance award program, employee motivation becomes an important bridging variable, as depicted in Figure 5-1.

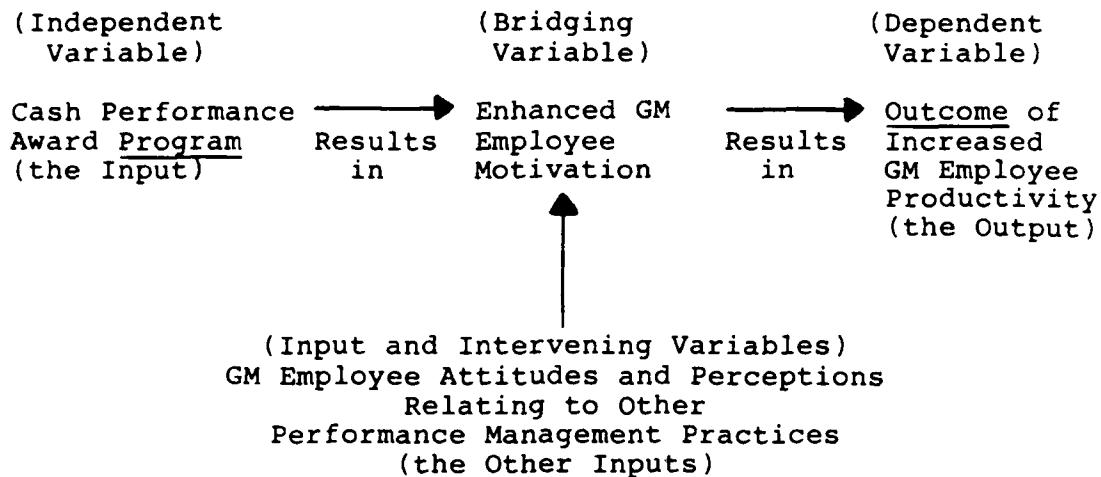
FIGURE 5-1  
THE BRIDGING VARIABLE



But there is an important dimension which needs to be addressed, and that is the fact that many other factors may simultaneously serve to impact upon the attitudes and perceptions of GM employees and, therefore, their motivation to be more (or less) productive. As a case in point, a significant increase in productivity that one might attribute to a given employee's having received a cash performance award may relate less to that event than, say, to a supervisor who has otherwise motivated the employee through creation of a highly stimulating and positive work environment; while the employee may appreciate the award and feel that it was deserved, it may not necessarily be the principal factor behind the enhanced motivation and resultant increase in productivity. Conversely, the fact that another employee's productivity has markedly decreased may relate less to not having received a cash award than to the fact that the employee simply dislikes the supervisor; in such a case, interpersonal relationships and communicative dialogue (or lack thereof) may be more important determinants of the

employee's motivation, and productivity. Faced with an externally imposed reduction in force, all GM employees within an organization may be less motivated to excel at their jobs in hopes of receiving a cash award than they are out of concern for their continued employment; the fear of possibly being the one who is cut might perhaps be the principal determinant in a given employee's effort to put forth a best effort so as to be among the retained. Such hypothetical examples are not intended to imply that a cash performance award program lacks any potential value as an incentive for positively motivating employees or for promoting increased employee productivity. They simply illustrate the point that there are other factors that, singly or in combination, may be present and serve to overshadow or offset the impact of a cash performance program on employee motivation. Such factors would constitute input or intervening variables that would have to be ruled out, or at least taken into account as to their probable impact. Otherwise, any conclusions as might be drawn from any research endeavor would perhaps not produce the expected, or desired, results. Employee motivation must be considered within the broader context of the total performance management process, and the practices and procedures relating to complementary program endeavors therein. In this regard, the schematic as previously presented at Figure 5-1 requires modification, so as to appear as depicted at Figure 5-2.

FIGURE 5-2  
THE MODIFIED BRIDGING VARIABLE SCHEMATIC



The outcome of increased employee productivity does not lie exclusively within the domain of the cash performance award program. Within the broader context of the total performance management process, there are also other variables that might be (and are suspected to be) impacting upon GM employee motivation, beyond the cash performance award program. A preliminary step in attempting to evaluate any program's effectiveness relates to trying to identify such variables; the problem comes later in trying to determine if, and to what extent, those variables might serve to contribute to the realization of the same desired outcomes or, conversely, serve to deny or diminish their realization. The remainder of this chapter will be devoted to examining a number of PMRS practices and procedures that could harbor such other variables.

### OTHER VARIABLES

Adequacy of Compensation: The compensation that employees receive for their efforts is a significant determinant of their motivation. The setting of a fair level of compensation is a function of how well the supervisor has developed the position description and related job elements, as analysis of same lead to the determination of the position's classification and grade level. An employee who feels significantly underpaid in light of what is expected can invariably be expected to not do it all or not do it all well. The supervisor must ensure that the job has been properly classified and graded so that the pay is commensurate with what the job elements reflect is to be done. The impact of an \$1109 cash award (the overall average within DA) may not be seen by a GM employee recipient as much of an incentive for being motivated if that employee considers the position's remuneration to be \$6000 short of what should be paid. For the Exceptional GM employee who expected a sizable reward, but received considerably less than was expected, the award could actually serve as a disincentive to motivation by its being viewed as but a token award. If salary schedules for GM 13-15 level employees are, as is often proclaimed, not in step with comparable salaries in the non-federal sector, cash performance awards can not be expected to offset the shortfall, and they should not be employed by supervisors in an effort to do so.

**Perception of the Job:** An employee's perception of the job and the organization can have a considerable impact upon motivation. The employee should view both to be important, and understand how the former directly contributes to achievement of the mission of the latter. Make-work duties, which appear to have little meaning or significance, can come to be viewed as demeaning or uninteresting. The work done needs to be sufficiently challenging for one to believe that one's contributions actually count for the organization. Additionally, other aspects of the job (e.g., stress, pace of activity, difficulty, etc.) can have a bearing upon how the employee views what is being done. In a related vein, the supervisor needs to be perceived by the employee as a competent and motivated professional in the supervisor's own right, who is respected for demonstrated abilities and supervisory talents. Otherwise, an employee might be reluctant to put forth any more effort than was absolutely required.

**Supervisory Concern:** An employee is expected to be committed to the job and the organization. On a reciprocal note, the organization, as manifested in the supervisor, must demonstrate a degree of commitment to the employee. The supervisor must convey the fact that there is genuine interest in and concern for the employee, that he is both mindful and appreciative of the employee's efforts and contributions, and that he will be supportive of the employee. Supportiveness can be expressed through constructive performance counseling,

the provision of needed training, or simply being readily accessible to the employee to discuss problems or concerns. To consistently be rebuffed by a supervisor or feel that the supervisor has no interest can lead an employee to lose enthusiasm for the job and the organization, resulting in a decrease in motivation and productivity. A decrease in productivity, given an unconcerned yet demanding supervisor, can only serve to further inhibit meaningful dialogue and exacerbate performance problems. Even if a supervisor is displeased with an employee's performance in light of established standards, the fact that the two are talking in a constructive way to identify and work to resolve the problem sends a message that says the supervisor is concerned and supportive, and that fact can have a considerable impact upon the employee's motivation.

**Contributory Opportunities:** Employees need to be able to derive some degree of satisfaction, or at least accomplishment, from what they do. To foster same, employees need to be afforded the opportunity to contribute, beyond the specific functional tasks they are expected to perform. They should be encouraged to identify operational inefficiencies, waste and redundancies. They should feel as though their suggestions and ideas will be objectively considered by a receptive supervisor, and they should be given sufficient latitude and control over what they do for them to be creative, innovative and proactive at doing it. When the job offers nothing but the monotony of routine, then performance will routinely be characterized by

monotony. The supervisor who fails to encourage employees to look for ways in which to contribute fails to capitalize on a valuable human resource that may have far more to offer than is being obtained, and that translates to less than maximum productivity. Moreover, it conveys to employees the message that there is no need to "stretch," to look for better or more efficient ways of doing things, or to be especially motivated to do more than they have been told to do.

**Internalized Incentives:** A competent and productive employee may well be driven to be productive, and excel, by a number of less tangible motivators than can be quantitatively or qualitatively expressed in terms of job elements or performance standards. Such factors as personal pride, career aspirations, esteem of peers, strong work ethic, personal drive, or desire for challenge may serve to be major motivators. Were the employee to thrive on challenge but challenge was never forthcoming, the employee could probably be expected to move on or out to another working environment more suited to personal tastes. The challenge for the supervisor is to recognize the internalized incentives applicable to each employee, and to positively build upon, rather than stymie, those inherent motivators. Such serves to enhance employee motivation, and productivity, in the sense that the employee is mainly performing for himself or herself.

**Trust and Confidence:** It is axiomatic that trust and confidence are essential ingredients in any relationship

between two individuals, to include that between a supervisor and an employee. In part, the attainment of an atmosphere of mutual trust and confidence relates to an employee's perception that the supervisor will act in a fair and equitable manner. In part, its attainment relates to the maintenance of an open and candid communicative dialogue, through which the supervisor can provide constructive feedback on the employee's performance and the employee can provide feedback regarding any impediments to being able to perform as expected, without either party feeling compelled to be defensive about the other's comments. In part, it relates to an employee's belief that the supervisor is competent and dedicated, committed to the organization and worthy of the employee's respect and loyalty. In part, it relates to the supervisor's being demonstrably consistent in dealing with all employees, with decisions and actions being predicated upon objective analyses of performance and circumstances, rather than favoritism or political expediency. In part, it relates to the supervisor's obvious commitment to help employees achieve their full potential and further develop their skills and abilities. In the main, it is based upon employees' knowing, at all times, where they stand with the supervisor and why, as well as their knowing that the supervisor cares and will be supportive of them. Where cause exists, be it real or perceived, for employees to hold doubts as to their supervisor's veracity and supportiveness, trust and confidence are placed at risk. When trust and confidence are at risk or

are lacking, there is invariably an impact upon employee motivation, and productivity.

**Job Elements:** Job elements serve to convey to the employee exactly what will be expected, and, as was noted in the discussion at Appendix 1, they must satisfy certain essential criteria to achieve that end. When job elements are too general or are ambiguously stated, the employee is presented with a confused picture as to supervisory expectations. Too frequently, clarity is provided only after the employee has failed in some respect to meet the supervisor's unclear or unknown expectations. Such does little for the enhancement of motivation, especially if the employee continues to be unsure or unclear on other job elements not clarified by the supervisor.

**Performance Standards:** As was also mentioned in Appendix 1, performance standards similarly need to meet the test of a number of criteria before they provide an acceptable basis upon which to accurately and objectively assess an employee's subsequent performance. The supervisor must jointly work with the employee to ensure that, at minimum, all performance standards are realistic, reasonable and achievable, and that they constitute fair measures against which to evaluate an employee's demonstrated performance. If they are not, the employee is placed at a distinct disadvantage, performance can be expected to inevitably fall short of supervisory expectations, and motivation can be expected to suffer as a result of being unable to perform as expected. Such could be expected to

contribute to a Civilian Performance Rating that, not surprisingly, did little to improve the employee's motivation and that, in turn, would serve to exacerbate an already unfavorable situation.

Civilian Performance Plan: The importance of the Civilian Performance Plan can not be overemphasized, as it is the magnet that pulls and holds together job elements, performance standards and training and development requirements in a cohesive whole. In essence, it represents a contractual agreement between supervisor and employee, and serves as the principal performance guide for both. The supervisor's willingness to invest the necessary time and effort to work with the employee in the joint development of a viable Civilian Performance Plan is a direct manifestation of the former's interest in and level of concern for the latter. A comprehensive and well-prepared Civilian Performance Plan precludes untoward surprises for an employee, by committing the supervisor superior to a set of mutually agreed to standards that will serve as the basis for the performance assessment of the employee. How the employee views the Civilian Performance Plan will, in large part, set the tone for performance, trust and confidence in the supervisor, and motivation for performing his required duties to the standards as expected. A viable Civilian Performance Plan should serve to provide an employee with a comprehensive understanding of the job and the associated performance standards to which the employee is expected to aspire. As such, it

constitutes a positive motivational tool in itself, at least for the competent employee who wants to effectively perform and be productive.

**Adequacy of Performance Counseling:** Virtually every employee has a personal view as to how well established performance standards are being met, but that view does not always coincide with that of the supervisor. Regular performance counseling, if applied in an objective and constructive manner, serves to bring the divergent views together. In the absence of such feedback, an employee has but the Civilian Performance Plan and a personal assessment of performance. As noted previously, employees desire feedback, but such is received far less often than desired. Under such circumstances, an employee is motivated to perform or to improve upon performance only to the extent that there is a perceived need to do so. Effective performance counseling serves as a stimulus for employee motivation, by objectively identifying areas in which performance warrants improvement to meet established standards. Performance counseling, and the two-way feedback associated with same, can enhance an employee's motivation by helping to overcome performance shortfalls, maintain an open and effective dialogue with the supervisor, and promote trust and confidence in the supervisor-employee relationship.

**Employee Understanding and Commitment:** The supervisor must take care that more than just an understanding of what is expected is imparted to an employee, as understanding does not

necessarily constitute unqualified acceptance of that which is expected. An accord must be reached, within the framework of which the employee is both capable of performing and willing to perform, and to which there is commitment. If understanding and commitment are lacking, there will be inherently less motivation on the part of the employee to perform to the level as expected by the supervisor.

Adequacy of the Civilian Performance Rating: Performance appraisals should be based upon a candid and accurate assessment as to the extent to which an employee actually met, or exceeded, established performance standards, based upon an objective measure of demonstrated performance. In the preparation of an appraisal, the supervisor should put forth the necessary time and effort to make it as accurate and objective an assessment of the employee's actual performance as is humanly possible. Anything less than that constitutes a disservice to both the employee and the organization, and the employee is the first to know when the disservice has been done. There are few things that are more devastating to an employee's self-image, motivation, or trust and confidence in the rating supervisor than to be surprised with a derogatory rating, or even with a good rating that falls short of what the employee feels has been earned. The potential for such surprises, and the resultant adverse impact upon employee motivation, is greatly enhanced when all aspects of the performance management process are not

in place and effectively functioning to contribute to the achievement of the desired outcomes for each step in the process.

**Adequacy of Cash Awards:** Within the overall framework of a cash performance award program, there are multiple factors which can effect the degree to which employees accept the program and effect its effectiveness as a motivational tool. An employee should perceive cash awards to be granted in a fair and equitable manner, based solely upon an objective assessment that a given recipient's performance has been such that it clearly warrants an award. Such presumes that there exist established criteria by which a supervisor recommends an employee for a cash award, and that the criteria are fully understood and accepted by all employees as being reasonable. Further, they must perceive the criteria to be applied in a uniform manner throughout the organization. Cash awards should be seen as going only to deserving employees who have actually earned them, rather than having been granted indiscriminately or based upon subjectivity or favoritism. Moreover, the size of cash awards should be such that they are seen by employees to be worth the extra effort required to earn them. Additionally, the cash performance award program should not be perceived to have an adverse impact upon working relationships or communicative rapport within the organization, or contribute to an unhealthy competitiveness among employees. Finally, the size of cash awards should be directly proportional to demonstrated levels of performance, to the extent that awards as granted to

superior performers are noticeably larger than those granted to employees whose performance involve a lesser degree of achievement. When such criteria are not met, the cash performance award program would probably not be fully accepted by employees, and could even be seen by them as being dysfunctional. In short, the effect of a cash performance award program upon employee motivation is, in large part, a function of: how objectively and equitably it is administered; how accurate are the Civilian Performance Ratings upon which it is based; and, the extent to which cash awards are perceived to be worth the effort.

These factors, then, constitute the most significant variables within the broader performance management process that would potentially influence a GM employee's attitudes and perceptions and thereby impact upon the degree of motivation possessed. To the extent a given variable serves to favorably, or unfavorably, impact upon an employee's motivation, it is presumed that it would have a concomitant impact upon productivity. Were it to greatly enhance motivation, productivity should presumably exhibit a resultant increase, and vice-versa.

### RELATIONSHIPS AMONG VARIABLES

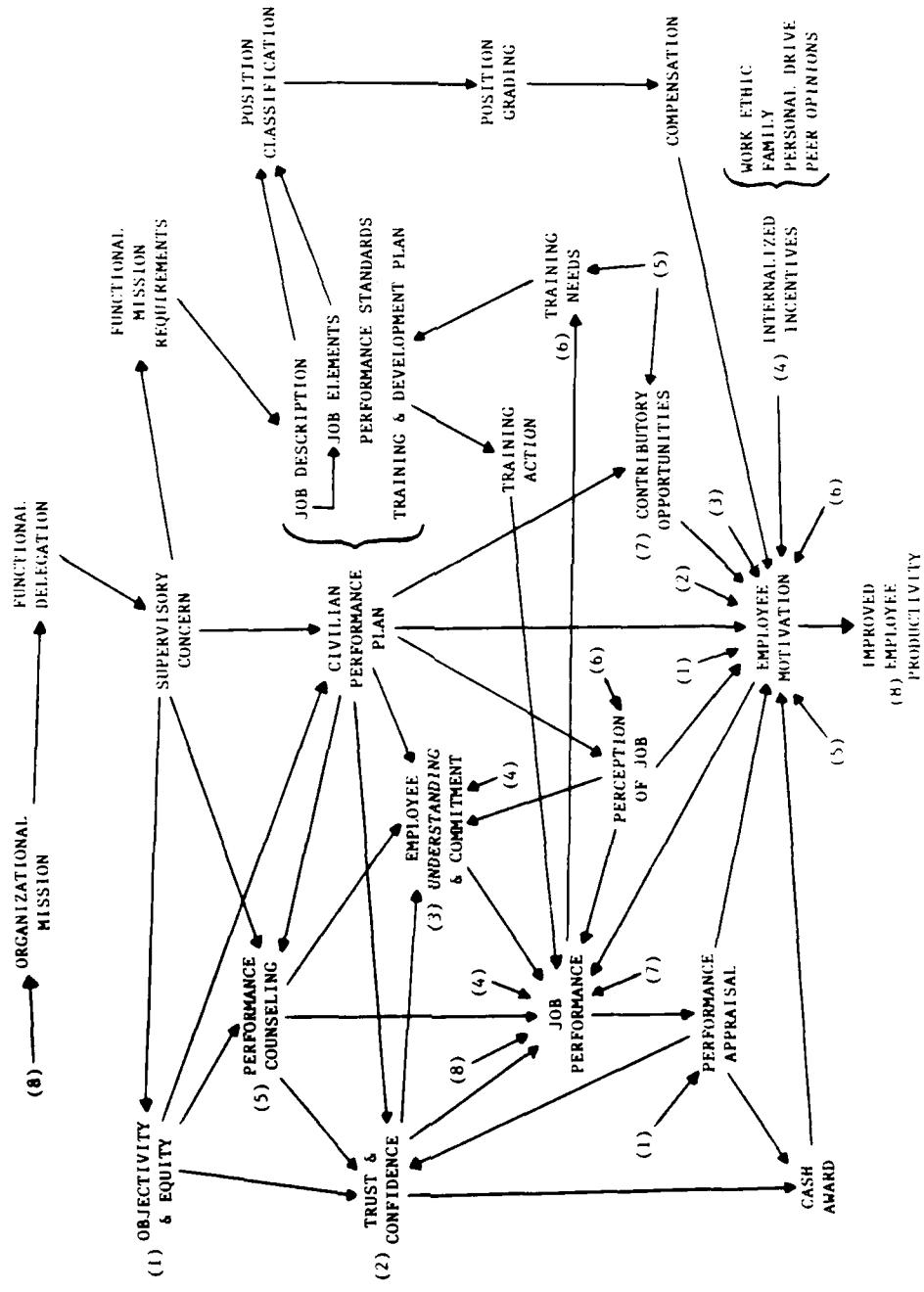
The preceding discussion has, by no means, served to exhaustively identify every conceivable factor, or variable, that could possibly have a bearing upon the motivation of all GM employees within an aggregate population. Each GM employee is unique as an individual, and the specific mix of factors, or variables, that might serve to influence that employee's motivation could be expected to differ from the exact mix that would influence the motivation of another. Any attempt to identify all factors that could be operative for all individuals would result in an almost infinite listing, and such a listing would prove unmanageable. In this regard, the factors as have been addressed herein constitute those that would most likely be of greatest significance for influencing employee motivation, for the preponderance of the total GM employee population.

The respective variables as have been addressed do not exist in total isolation from other variables potentially impacting upon GM employee motivation, or necessarily have a direct link to employee motivation. Several, or all, could simultaneously be operative, to varying degrees, impacting in either a positive or negative manner. The net impact of multiple variables could range from negligible to considerable, or be offsetting. Further, a given variable could itself serve to positively or negatively reinforce the impact of one or more other variables, creating a synergistic effect. In

short, one must look beyond a simple listing of variables to consider their possible relationships.

Figure 5-3 provides a schematic model that attempts to depict the relationships between and among the respective variables. As can be noted, there are multiple situations in which a given variable can directly have a bearing upon motivation and, at the same time, have an effect upon one or more other variables, as in the case of performance counseling.

FIGURE 5-3  
RELATIONSHIPS AMONG VARIABLES



Effective performance counseling is an expression of supervisory concerns for employees, without the existence of which counseling would most probably not be done or would be done in a less than whole-hearted manner. Counseling must, of necessity, be done in light of the Civilian Performance Plan, which provides the objective basis for comparing expected to demonstrated levels of performance; if the Civilian Performance Plan is inadequate, performance counseling would be less than fully effective. The supervisor's objectivity and equitableness with which counseling is approached would have a bearing upon the employee's receptiveness to it, and a resultant understanding and commitment to doing what needs to be done to improve job performance. Effective performance counseling should also serve to promote employee understanding and commitment by clarifying and reinforcing expectations as set forth in the Civilian Performance Plan. At the same time, it should serve to foster mutual trust and confidence by promoting an open dialogue. It would also serve to identify training and developmental needs, to be incorporated into the Civilian Performance Plan. The fact that the supervisor provides constructive counseling should serve to positively influence motivation, as well as the employee's perception of the job and the organization. Its total contribution in that regard, however, could be even greater when one considers how it could serve to positively reinforce other variables that, in turn,

would also serve to positively impact upon motivation, and performance.

Each specific variable could be similarly examined for its relationship to other variables, but such will not be done for the sake of brevity. Figure 5-3 serves to illustrate the essential point of this discussion, and that is that all the variables need to be examined for their potential effect upon GM employee motivation, as well as for their effects upon one another.

CHAPTER VI  
STATEMENT OF THE PROBLEM AND HYPOTHESIS

BACKGROUND

An increasingly larger percentage of DA's total GM employee workforce is being recommended for and granted cash performance awards, up from 28.9% in FY 1984 to 53.4% in FY 1987.<sup>1</sup> Such raises the question as to whether rating supervisors are recommending only those GM employees whose levels of demonstrated performance clearly warrant and justify the granting of cash awards. By inference, such serves to challenge the credibility of the performance appraisal process and the accuracy of Civilian Performance Ratings, upon which decisions to recommend cash awards are to be based. The question could be reasonably posed as to whether rating supervisors are establishing meaningful job elements and performance standards that are sufficiently demanding to oblige GM employees to exert some degree of extra effort to exceed them, or whether supervisors are setting less stringent standards that can all be readily met and fairly easily exceeded. Total cash award expenditures associated with cash performance award program payouts have exhibited a similar increase, from \$2,607,163 in FY 1982 up to \$9,933,008 in FY 1987; the FY 1988 budget estimate for funding of the program is \$11,000,000.<sup>2</sup>

Beyond the issue of costs, other criticisms are encountered among GM employees and personnel management specialists regarding both the cash performance award program and numerous performance management practices or procedures within DA. A generic review of such criticisms would probably include such key ones as: the program, in the aggregate, is underfunded; the size of a typical award is often but a token amount, and is hardly worth the effort to earn it; cash awards are occasionally granted for reasons other than performance or exceptional achievement; and, there is a lack of uniformity, and fairness, in the administration of the program. Analysis of FY 1985 program data would seem to somewhat substantiate some of these criticisms, as well as raise additional questions regarding distributional equity and uniformity among DA's MACOM's and agencies. With respect to performance management practices, criticisms as are encountered among GM employees imply that Civilian Performance Ratings have little relevance as objective measures of actual performance, that meaningless performance standards are being identified and recorded on Civilian Performance Plans simply to comply with regulations that something be put in writing, and that the performance appraisal process is too often characterized by supervisory inattention, ineptness, subjectivity, favoritism, and expectations that are unrelated to performance.<sup>3</sup> Such criticisms, in the absence of any empirical evidence to the contrary, could perhaps have some degree of merit in light of the discussion previously presented

in Chapter IV. Such could perhaps be indicative of possible problems relating to the viability of the performance management process within the federal sector at large and within DA.

PRELIMINARY STATEMENT OF THE PROBLEM AND HYPOTHESIS

The principal question as was raised by ODCS PER related to whether the increase in expenditures for the cash performance award program has resulted in a comparable increase in efficiency, effectiveness and productivity among GM employees granted such awards. That question would result in the postulation of the following hypotheses:

HYPOTHESIS #1: Receipt of a cash performance award contributes to an increase in GM employee efficiency.

HYPOTHESIS #2: Receipt of a cash performance award contributes to an increase in GM employee effectiveness.

HYPOTHESIS #3: Receipt of a cash performance award contributes to an increase in GM employee productivity.

PROGRAM STRUCTURE AND DEFINITIONAL PROBLEMS

Unfortunately, the goals and objectives of the cash performance award program as are set forth in AR 672-20, Chapter 5, fail to identify increased GM employee efficiency, effectiveness or productivity as desired program outcomes. The regulation more broadly defines the program's goals and objectives as being: generally, the recognition of high-level performance over a specific period of time; and, specifically,

the stimulation of future high-level performance by an award recipient and his peers.<sup>4</sup>

What the regulation means by "high-level performance" is neither stated nor implied, which leaves the matter open to subjective interpretation by rating supervisors as to what they feel constitutes high-level performance. Efficiency, effectiveness and productivity are simply not program outcomes to which rating supervisors are currently directed to give specific attention when determining whether employees should be recommended for or granted cash performance awards. Regulatory guidance in AR 690-400 does not stipulate that such outcomes be included as part of the Civilian Performance Plan for a GM employee, or specifically be addressed in the preparation of the Civilian Performance Rating. On the recommendation for award (DA Form 1256), the rating supervisor is not required to address the extent to which an employee has demonstrated a level of efficiency, effectiveness or productivity which would clearly serve to distinguish the employee from peers and warrant the granting of a cash performance award. There are no definitive performance indicators or measurement criteria established under AR 672-20 for empirically assessing whether the current broad goals and objectives of the cash performance award program of DA are being met or not, much less those as relate to efficiency, effectiveness or productivity. Neither these last three terms nor high-level performance are defined so as to provide rating supervisors with uniform guidance as to what

each explicitly means, or how it is to be determined if it has in fact been achieved.

In the final analysis, the decision to recommend a GM employee for a cash award, as well as the substantiative criteria for both deciding whether such an award is warranted and for how large an amount the recommendation should be, appear to rest primarily upon the individual supervisor's subjective assessment and interpretation. The subjectivity of the process is reinforced by the fact that DA does not require rating supervisors (as OPM recommends) to establish performance standards at both the Fully Successful and Highly Successful levels, so as to provide for a more objective basis to determine if employees have exceeded Fully Successful performance standards. In the absence of such higher level standards, the individual rating supervisor determines when, and to what extent, the employee has "stretched."

#### RESTATEMENT OF THE PROBLEM AND HYPOTHESIS

To each GM employee the terms "efficiency," "effectiveness," and "productivity" are subject to considerable interpretation, given the absence of explicit definitions within DA as to what each means within the context of the cash performance award program. Any definitive attempt at their measurement at this point in time would result in inconclusive data, as survey responses would be based upon the various definitional and subjective interpretations of the respondents. Further, the

problem of any valid measurement of those outcomes is significantly compounded by the probable existence of other non-program variables which could impact upon such outcomes. For these reasons the hypotheses as originally postulated have been replaced with the following single hypothesis and its countering Null Hypothesis:

HYPOTHESIS: The cash performance award program serves to positively motivate GM 13-15 employees to be more productive.

NULL HYPOTHESIS: The cash performance award program does not serve to positively motivate GM 13-15 employees to be more productive.

In the restated hypothesis, the emphasis has shifted from the outcome of productivity to GM employee motivation as the critical bridging variable between the program and the single outcome of productivity. At present, productivity can not be empirically measured with any meaningful degree of validity; it is possible, however, to assess whether the program has served to positively motivate GM employees if one avoids the issues of the extent or degree to which the program has so motivated GM employees. It is the critical bridging variable of motivation upon which the research design has focused. It is assumed that the cash performance award program does, in fact, contribute to GM employee motivation to be more productive (in whatever terms the GM employee may define "productive"), and that there exists a causal relationship between the program and increasing GM employee motivation. The survey research would provide the vehicle for testing that assumption.

ENDNOTES

1. Information obtained from annual reports submitted to OPM, as compiled and submitted by Labor and Employee Relations Office of ODCS PER.
2. Information obtained from Labor and Employee Relations Office of ODCS PER.
3. Collage of criticisms and concerns as developed from review of references previously cited, review of cash performance award program data, and informal questioning of GM 13-15 level employees assigned as students to the U.S. Army War College.
4. U.S. Department of the Army, Army Regulation 672-20, Chapter 5, "Performance Awards," pp. 4,6.

## CHAPTER VII

### THE NEED FOR SURVEY RESEARCH

Collectively, GM 13-15 level employees constitute the middle management echelon of DA's civilian workforce, and occupy key managerial and supervisory positions throughout all echelons of the Army structure. In this regard, their efforts have a significant impact upon the effectiveness, efficiency and productivity of functional operations, however one might define or quantify those terms. The attitudes and perceptions of GM employees could be expected to have a bearing upon their motivation and resultant degree of effort put forth in the performance of tasks. Due cognizance needs to be given, therefore, to any and all factors that could serve to exert an influence on those attitudes and perceptions and, hence, GM employee motivation, performance, and productivity.

Concerns have occasionally, if not often, been unofficially raised by or on behalf of GM employees regarding the efficacy of the performance management process, practices and procedures relating to the PMRS, and the cash performance award program. Those concerns, if founded in fact, could well serve to have an adverse influence on GM employee attitudes and perceptions, and their motivation. Preliminary review of available program data within DA would serve to suggest that there may, indeed, exist some basis for such concerns and criticisms as have been

raised. Unfortunately, available surveys and reports lack sufficient external validity to infer that the results or conclusions of same would be applicable to the GM workforce within DA. No studies or surveys have been administered within DA that have targeted specifically upon GM 13-15 level employees, so as to provide the basis for substantiating or countering such concerns and criticisms.

At present, there exists a significant informational void within DA regarding the current attitudes and perceptions of GM employees towards either the cash performance award program or related PMRS practices and procedures that could possibly have an impact upon GM employee motivation. Survey research provides an effective vehicle for examining attitudes and perceptions, for identifying specific performance management practices and procedures of the PMRS that may be viewed by GM employees to be dysfunctional, and for identifying specific program activities that perhaps warrant further investigation or the application of corrective fixes by DA.

The extent to which the cash performance award program, in its own right, contributes to employee productivity may not be empirically substantiable or clearly demonstrable at present. The granting of a cash performance award constitutes but one of a number of performance management tools available to the supervisor to supposedly enhance employee motivation and, thereby, contribute to an increased level of individual employee productivity. In reality, the cash performance award program

as currently designed and administered may be inherently less significant than other variables within the broader performance management process. Survey research is required to proceed beyond conjecture and provide for meaningful data upon which to base more substantive conclusions.

This study's research design proposal provides a means for DA to fill the informational void. It proposes to proceed beyond the testing of the hypothesis as formulated to examine numerous variables within the broader performance management process that are viewed to be important determinants in influencing GM employees' attitudes and perceptions and, hence, their motivation and productivity. The survey questionnaire, as attached at Appendix 8, provides the vehicle for the collection of the necessary data upon which to formulate more substantive conclusions regarding GM employee attitudes and perceptions. The detailed discussion of the research methodology recommended to be employed in administering the survey questionnaire appears at Appendix 7 and provides a more detailed rationale of the research design as proposed.

## CHAPTER VIII

### PRELIMINARY CONCLUSIONS AND RECOMMENDATIONS

#### BACKGROUND

To Peter Drucker, the principal difference between most businesses and service institutions is the mode of payment. In the "for-profit" arena of the former, payment is received from satisfied customers who are willing to part with their dollars for the goods and services being offered. Performance and results in a business relate to the degree of success achieved in responding to and satisfying customers' demands, and the profit margin associated with that activity. Service institutions, on the other hand, receive payment in the form of budgetary allocations that have been extracted from citizens through some form of tax. The individual citizen has few, if any, alternatives but to accept what the service institution provides, whether or not one needs, wants or is satisfied with it. As long as it does not have to be directly responsive to or satisfying of the citizen's demands in the marketplace arena, the service institution has less incentive to be efficient or effective at what it does or how it goes about doing it. Its foremost objective relates to being successful at getting its budgetary allocation approved, and subsequently to spend all of that which is allocated; it does not necessarily have to be overly concerned with being efficient, effective or

productive at what it does, or even have a clear idea of exactly what it should be doing. It will continue to function, in spite of itself; it will succeed, as long as the budget allocation is forthcoming, for it alone defines what constitutes success. To Drucker, such a situation can be remedied only if the service institution begins with a clear and objective definition of its real purpose for being and the mission it is to accomplish. As with a business, Drucker contends, the service institution must establish realistic objectives that are well-defined and very specific, and directly relate to the desired outcomes that are to be achieved. Such further requires that the institution have some means for quantitatively and qualitatively assessing the outcomes as actually realized; based upon the assessment, the institution would be in a better position to improve on its procedures and eliminate activities that were not contributing to the achievement of the desired outcomes. By having well-defined objectives and outcomes, the institution would be better able to set meaningful priorities, to rationally allocate resources, and to hold individuals accountable.<sup>1</sup> Drucker's views of the service institution are both blunt and harsh. With respect to the cash performance award program of DA, however, what he has to say has a considerable degree of validity.

In Evaluation and Public Management, Joseph S. Wholey similarly stresses the need for governmental activities to improve their programs and operations by stressing the outcomes

or results that are to be achieved. In his view, however, there exist several unfortunate realities within the government sector that make difficult the achievement of what he and Drucker advocate. To Wholey, program objectives tend to be too vague and relate to outcomes that are difficult to clearly define or accurately measure. Moreover, he sees the reason for failure to improve program results as often relating to bureaucratic or political constraints. In Wholey's view, government agencies tend to employ a "process-oriented management" approach, in which how a program functions is seen as more important than the outcomes it actually achieves. In contrast, the "results-oriented management" approach as advocated by Wholey would place emphasis on the resultant outcomes to be achieved, and view the remainder of program management activities as but means to achieve those outcomes. Result-oriented programs would look first at what the program is to accomplish; all other aspects of the program (e.g., program objectives, assessment measures, evaluation criteria, etc.) would then be tailored or designed in light of what is ultimately to be accomplished.<sup>2</sup>

#### REVISION OF ARMY REGULATION 672-20

The principal problem with AR 672-20, Chapter 5, is that it fails to clearly define the objectives of the cash performance award program in explicit terms relative to what the program

is to achieve in the form of specific outcomes. In short, it is process-oriented rather than results-oriented.

Shifting the program's orientation from process to outcomes requires revision of Chapter 5, AR 672-20, so as to: identify specific program outcomes to be achieved by the program (to include efficiency, effectiveness and productivity if those are, in fact, desired outcomes); define those outcomes in terms that are clear and understandable, and are applicable on a system-wide basis; incorporate plausible program goals and objectives that relate to the desired outcomes; identify meaningful performance indicators relating to each of the desired outcome objectives; establish practicable and uniform measurement criteria, and data collection techniques, with which to effect both system-wide and MACOM evaluations of program outcomes; and, provide for the conduct of such evaluations on a periodic basis to empirically assess the extent to which the desired outcomes were actually being achieved. At present, DA's cash performance award program lacks such structure and focus. If the program is to be effective at contributing to the achievement of the desired outcomes of efficiency, effectiveness or productivity, it must be designed to provide for such structure and focus.

#### THE IDEA OF THE FULLY SUCCESSFUL EMPLOYEE

A capable and competent employee is expected to perform at the Fully Successful level, meeting all performance standards

as established in the Civilian Performance Plan. In doing so, the employee has fulfilled the contractual bargain and has rightfully earned the salary as established for the position. Even if the employee's performance were to happen to exceed some standards in some specific job elements, overall performance remains at the base-line level. The employee has not "stretched."

Analysis of FY 1985 program data indicates that, both within and among MACOM's, there existed multiple instances in which Fully Successful employees received cash awards that were higher than those received by employees whose summary ratings were higher. That situation is neither in consonance with OPM guidance nor the regulatory intent of Section 540.104 of the CFR. More importantly, such serves to lend substance to allegations of inequity and poor cash performance award program management.

An employee rated Fully Successful has done what was expected, but has not really "stretched" to go beyond those base-line expectations. In this regard, DA should consider including in any revision of AR 672-20 a stipulation that only Highly Successful or Exceptional employees would be eligible for cash performance awards. Such would serve to eliminate the blatant disparities demonstrated among the respective MACOM's regarding the granting of cash awards to Fully Successful employees.

### THE STRUCTURAL DILEMMA

Summary rating distributions within DA are clearly skewed towards the higher rating levels, with significant distributional disparities being exhibited among the various MACOM's. Such directly effects the cash performance award program in an adverse manner, in that it results in a proportionately larger number of individuals being granted cash awards with a concomitant decrease in the average sizes of cash awards at the respective summary rating levels. Moreover, the points as raised in Chapter IV serve to challenge the credibility of performance appraisal practices within DA. If the Civilian Performance Rating does not constitute a candid, accurate and honest assessment of actual performance compared to established performance standards, it is a meaningless document. If based upon a meaningless document, the granting of a cash performance award conveys the totally wrong type of message. It says that demonstrable performance is not the principal, if singular, criterion for reward. Preliminary research for this study implies that such may perhaps be the message being sent, in far too many instances.

As was alluded to in Chapter IV, there exists a plausible argument to counter OPM's contention that performance appraisals are grossly skewed because of the purposeful tendency of rating supervisors to inflate performance appraisal ratings. That argument warrants examination, as it indirectly relates to what may be the root cause of DA's rating distribution

problem. An employee, in reality, competes with no other employees regarding award of a summary rating. If established performance standards are exceeded for enough of the job elements reflected in the Civilian Performance Plan, the employee's overall summary rating will accordingly shift towards the higher rating levels. Given 50 employees, all 50 could be rated Exceptional, and the resultant absence of any Bell Curve distribution would not constitute an anomaly in probability. The reason is that those 50 employees are not comparatively rated within the whole grouping; if each employee individually exceeded all established performance standards, each would have earned an Exceptional rating, as an individual Civilian Performance Rating's overall rating is a function of the extent to which established performance standards were exceeded for the respective job elements. Therein lies the probable root cause, and problem, of "inflated" ratings. The underlying issue relates to how meaningful and demanding are the performance standards against which the individual GM employee is competing and upon which the evaluation is being based. If those standards are realistic and demanding, yet are reasonable and achievable, the capable and competent employee should just be able to meet them; to exceed them should require putting forth a degree of genuine extra effort. If the standards are set too low, however, the employee could be expected to readily meet them and easily exceed some, if not all, of the established standards. The real issue, therefore,

relates to how well the rating supervisor has worked with the employee to jointly establish demanding and challenging performance standards that the employee is considered capable of meeting, but that would require a "stretching" to be able to exceed the standards. When standards are set too low, demonstrated performance will be too high and standards will invariably be exceeded.

While DA is expressly prohibited from setting target rating distributions, there are three initiatives that could serve to reduce the current distributional skewing. The first would relate to having all Inspector General (IG) inspections, from the DA level downward, include the validation of difficulty of job elements and performance standards as an item of special inspection interest. Such would serve to place the burden of responsibility for formally explaining shortcomings on the shoulders of the respective commander being inspected, which is where it properly belongs. More importantly, it would serve to focus command attention on ensuring that the proper amount of time and effort was being expended to upgrade the quality and appropriateness of both job elements and performance standards. The second would be to require, as OPM suggests, that rating supervisors develop written performance standards for both the Fully Successful and Highly Successful rating levels. The latter would represent that level of achievement required to justify a given performance standard's being rated as exceeded. Only when an employee's level of demonstrated

performance actually met that Highly Successful level performance standard could the exceeded rating be assigned to the base-line Fully Successful level performance standard; if the higher standard were not actually achieved, or itself surpassed, the "met" rating would have to be applied to the base-line performance standard. In anticipation of the response that such would place an excessive administrative burden on rating supervisors, this author preemptively submits that such is supposedly already the case; for a rating supervisor to render an overall Highly Successful rating, there would presumably have already been some objective higher standard in the supervisor's mind that the employee's performance was observed to have met. That, of course, is probably not the case in reality, and that is the whole point for forcing the supervisor to state the higher standards in writing. Such would serve to reduce the subjectivity of the process as it currently stands. The third initiative would involve requiring a given MACOM to respond with written explanation to DA as to why its overall combined number of GM employees in the two highest summary rating levels exceeded, say, 40%. Such would force MACOM's to be more attentive to rating distributions within their own subordinate activities and, more importantly, to the probable reasons for skewed rating distributions.

While these initiatives might not, in reality, serve to reduce the skew in rating distributions, they would serve to greatly elevate the level of attention being given to the

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THE CASH PERFORMANCE AWARD PROGRAM AS A MOTIVATOR OF GM  
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CARLISLE BARRACKS PA 5 8 BROWN 31 MAR 88

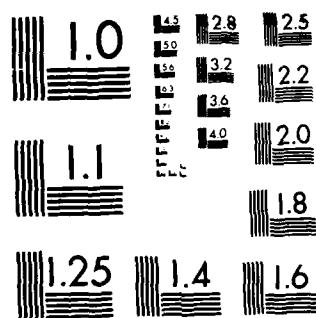
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accuracy and quality of job elements and performance standards, at all echelons within the Army. Such constitutes an essential first step towards ensuring that Civilian Performance Ratings are meaningful assessments of demonstrated GM employee performance and, as such, provide a valid basis for making decisions with respect to the granting of cash performance awards.

#### ENDNOTES

1. Peter F. Drucker, Management: Tasks, Responsibilities, Practices, pp. 137-166.
2. Joseph S. Wholey, Evaluation and Effective Public Management, p. 5.

## CHAPTER IX

### CONCLUSION

At present, there is no way to empirically demonstrate a causal relationship between receipt of a cash performance award and any comparable increases in GM employee efficiency, effectiveness or productivity. What can be assessed is whether or not the cash performance award program serves to positively motivate GM employees to be more productive.

Of perhaps greater significance, however, are the concerns and issues as have been herein raised regarding the efficacy of DA's broader performance management process, within which the cash performance award is to be employed as but one of a number of motivational tools. The various steps comprising that process have been shown to be inextricably interrelated, with the necessary outcomes of each step being required to support the achievement of necessary outcomes in subsequent steps. This study has endeavored to identify a number of factors that could potentially influence GM employees' attitudes and perceptions, and, hence, their motivation to be more productive. Further, the study has endeavored to demonstrate that there are several steps within the broader performance management process that are perhaps not being negotiated within DA as effectively as is required. The practices and procedures associated with those steps warrant further examination,

to enable DA to identify those that might be dysfunctional and could thereby serve to adversely influence GM employees' attitudes and perceptions.

The comprehensive survey questionnaire as has been proposed to be administered would enable DA to obtain far more substantive data regarding the attitudes and perceptions of GM employees, with respect to both the cash performance award program and a number of critical performance management practices and procedures. Such would enable DA to better identify specific practices and procedures perceived by GM employees to be dysfunctional, and thereby support the formulation of corrective fixes to promote the viability and effectiveness of the performance management process within DA.

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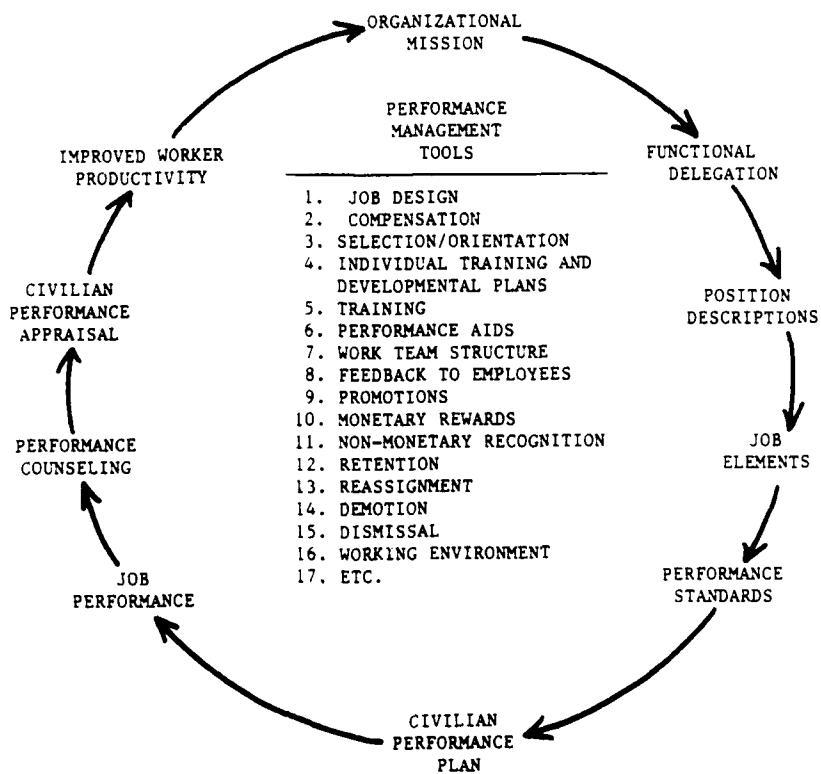
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APPENDIX 1

DETAILED DISCUSSION OF THE STEPS IN  
THE PERFORMANCE MANAGEMENT PROCESS

THE PERFORMANCE MANAGEMENT PROCESS



ORGANIZATIONAL MISSION

In defining the organization's mission, and vital goals and objectives relating thereto, top management can not afford to either equivocate or be nebulous; it must clearly articulate and communicate its expectations, and ensure that those expectations are effectively communicated downward to all

managerial echelons within the organizations. All subordinate managers must clearly understand what top management expects, so as to be able to focus their respective activities and resources towards the achievement of that which is expected. Such is a critical prerequisite for the next step in the performance management process, and that relates to functional delegation.

#### FUNCTIONAL DELEGATION

Top management can not exert its direct control over every activity and employee throughout the organization. It must, of necessity, delegate to successively lower echelons of management sufficient authority for running the organization on a day-to-day basis, down to the lowest practicable operating echelon. Via such functional delegation, top management empowers a given supervisor with the authority, and responsibility, for translating the organization's statement of mission into specific functional tasks that must be performed by the respective activity. With such delegation also comes the expectation that any such activity tasks will orient on and contribute to accomplishment of the organization's overall mission, and the achievement of its essential goals and objectives. To that end, the functional supervisor must first determine exactly what needs to be done, and then identify the necessary resources, to include human resources, with which to do it. Further, the supervisor must ensure that all resources as are allocated are

organized and employed in a manner that best supports the performance of the tasks at hand. Finally, these resources must be capably and continuously managed so that the functional tasks are performed in as efficient, effective and productive a manner as possible. Functional delegation serves to place upon the supervisor the inevitable responsibility of managing performance of the human resources entrusted to the supervisor's charge, and such mandates a proactive and attentive involvement in each subsequent step of the performance management process.

#### POSITION DESCRIPTIONS

Within an organization, positions should not be established or retained simply because the budget allocation is adequate to support them. Each position should relate to a clearly defined need for accomplishing an activity's functional mission, and furthering achievement of the organization's goals and objectives. Each position description should constitute a cogent and factual statement from the supervisor regarding a requirement for, and justification of, the allocation of a scarce and expensive human resource.

Few personnel management experts would disagree with the view that the development of accurate and detailed position descriptions was not a critical function requiring the supervisor's attention and involvement, for a variety of reasons. They can be of considerable value in support of managerial functions relating to the planning, directing and controlling of operations.

They convey to those involved in recruitment, screening, selection and placement activities what the various positions entail in the way of specific skills or qualifications, thereby facilitating the recruitment and placement of better qualified candidates. They serve to identify any inherent training or developmental endeavors that may be required to enable new or incumbent employees to attain and maintain job competency. They serve to support the more objective development of equitable compensation packages, as well as promote the standardization of pay and benefits among like positions throughout the organization. Moreover, they serve to reduce the potential for perceived or real allegations of discrimination, unfair labor practices, and other employee grievances by full disclosure of general job expectations. In short, position descriptions support a number of key personnel, compensation and performance-related actions, and it is imperative that they actually reflect what is, and needs, to be done.<sup>1</sup>

Perhaps of greater significance, however, is the fact that a given position description serves to convey the supervisor's broad expectations regarding the role to be played by an employee in contributing to accomplishment of the organization's mission. In effect, the position description represents a tailored mission statement for a given functional position and its incumbent. As such, it constitutes an essential base upon which specific goals and objectives for an employee will be

predicated, in the form of explicit job elements and job performance standards.

#### JOB ELEMENTS

One of OPM's handbooks for managers proclaims that, as an almost absolute rule, job elements must directly relate to and be supportive of the purpose for which a position was established, as well as the goals and objectives of the organization. In ascertaining what constitutes a major job element, OPM suggests that it has to affirmatively satisfy the following criteria, in that it must: represent a task to actually be performed; be required to do the job; be goal-oriented and purposeful; be clearly differentiable from other job elements of the position; be in some way objectively measurable, and practicable to measure; and, finally, be within the scope of the employee's ability to control. Further, a job element should constitute a major duty or responsibility which is essential to an employee's success or failure in the position. A critical job element, per OPM's definition, is that which is so crucial to success in the position that unsatisfactory performance in it would constitute failure, no matter how well the employee performed at other job elements; such failure should serve as the basis for remedial or unfavorable personnel actions, to include dismissal. Most employees, in OPM's view, would have from three to eight major job elements, of which at least one should be classified as a critical job element.<sup>2</sup>

Together, major and critical job elements go far beyond the statement of major duties reflected in the position description, to specify those essential functions upon which the evaluation of the employee and the preparation of the Civilian Performance Rating will eventually be based. They should leave no doubt on the part of the employee as to what must be done in the position. In short, job elements represent the supervisor's definitive statement as to exactly what are the essential requirements for successfully functioning in the position.

#### PERFORMANCE STANDARDS

As job elements are to communicate exactly what an employee is to do in a given position, so performance standards are to clearly establish how well he is expected to do it. They should be developed at the beginning of the performance rating period, be reviewed and discussed between the rating supervisor and the employee, and thereafter serve as the objective criteria against which the employee's performance during the rating period will be assessed.

The Federal Personnel Manual defines a performance standard as ". . . a statement of a given level of accomplishment at which a performance [job] element is to be carried out over a period of time."<sup>3</sup> More simply put, it is a predetermined measure of the specific level of achievement expected. Per Gwendolyn A. Bullock of OPM, standards are most frequently

expressed in some common unit of measure that most frequently relates to such areas as quality, quantity, timeliness and cost. They should be stated, to the maximum extent possible, in quantifiable terms, rather than through nebulous adverbs which are open to subjective interpretation and confusion (e.g., sometimes, more than, seldom, mostly, etc.). However expressed, there are a number of aspects which should be considered by the supervisor when determining whether a given standard is acceptable, to include but not necessarily be limited to whether it is: appropriate; observable; understandable; achievable; related to the position's job elements; measurable in some objective way; practicable and cost-effective to measure; and, related to the employee's authority and opportunity to act on the standard. In the final analysis, for each respective job element, performance standards should serve to establish that level of achievement which is reasonable to be expected of a fully qualified and competent employee. That level of achievement should constitute the base, or lowest acceptable, level to be met by the employee; performance at that level, for all job elements, ought to result in a Fully Successful rating on the employee's Civilian Performance Rating. From that base level, OPM recommends that the supervisor identify performance at a level one step higher; such higher standards, while achievable, should require the employee to "stretch" beyond what would be reasonably expected of an average employee who was both competent and capable. Employees

who "stretched" to perform at the higher level, and were successful at doing so, should be those to whom the higher level performance ratings should be awarded.<sup>4</sup>

To George L. Morrisey, the business of developing, maintaining and applying performance standards is too frequently preceded by a long listing of supervisory reasons and excuses as to why such is either not feasible or desirable for the given position being addressed. In his view, this reaction typically arises from supervisors for one of three reasons. The first relates to a fear, or at least a degree of suspicion, by supervisors that they may be compelled to enforce such standards as the basis for unfavorable or punitive personnel actions. The second involves a general resistance to change, and a reluctance by many supervisors to become involved with any changes that require additional time and effort to be properly managed. The third, and perhaps most troublesome, is the fact that supervisors have often been found to simply lack the knowledge or skills to do an effective job of identifying and applying performance standards.<sup>5</sup>

Performance standards, however quantitatively and qualitatively derived and stated, constitute the basic standards against which the supervisor is supposedly going to assess an employee's performance. In the absence of meaningful standards, a supervisor must invariably fall back upon subjective perceptions as to how well or how poorly an employee has actually performed.

### CIVILIAN PERFORMANCE PLAN

Taken together, the position description, job elements and applicable performance standards provide the rudiments of a performance plan, and would perhaps appear to convey all the quantitative and qualitative information necessary for an employee to be able to do that which is expected. Such, however, is far from the case, in many instances.

Morrisey cites three conditions that he feels must be met for an employee to achieve established performance standards. First, the employee must be capable of performing at an acceptable level. Secondly, there must exist a clear and full understanding of what is expected. Thirdly, the employee must then be willing to perform to that level of expectation. A failure to so perform may not always be, and typically is not, attributable to a lack of willingness. It may relate to the supervisor's failure to adequately convey expectations, or to the work situation with which the employee is confronted. Morrisey suggests that a supervisor, when confronted with unacceptable performance, first check for understanding before automatically assuming that the problem relates to a lack of willingness.<sup>6</sup>

In simple terms, the Civilian Performance Plan represents a contract. As with any contract, the terms should be fully understood and agreed to by the signatory parties. Any impediments to the fulfillment of the contract should be identified in advance of the contract's being consummated. Such requires that the supervisor jointly develop, review and discuss the

terms of the Civilian Performance Plan, at the very beginning of the established rating period. During the course of that discussion, cognizance needs to be given to any and all factors that could potentially have a bearing upon the employee's ability to perform as expected. Of primary concern should be whether the job elements and performance standards are more demanding than is reasonable, or actually required, and whether they involve skills or capabilities beyond the employee's capacity. A given employee may require additional or refresher training to attain the necessary skills to perform effectively. External factors, over which the employee could be expected to exercise no control, may have to be taken into account as to their impact. Changes may be warranted in the work environment so as to reduce interruptions, correct physical plant inadequacies, or eliminate work detractors. Procedures may need to be modified to eliminate redundant or unnecessary work, streamline work flow, or reduce external inefficiencies. Unreliable equipment may require repair or replacement so as to permit the uninterrupted flow of work. Such factors, if they could not be remedied, should be carefully assessed to determine if they warrant any modification to the standards as originally developed. The key point is that the plan must be reviewed in depth, to identify any potential factors which would possibly impact upon the employee's performance.

In its finalized form, the Civilian Performance Plan should constitute a meaningful contract, the terms of which

are palatable to both the supervisor and the employee. To the former, the terms should serve to support accomplishment of the organization's mission and the achievement of its goals and objectives, as well as provide a meaningful and objective basis upon which to assess the employee's actual performance. To the latter, the terms should be fully understood, be within one's capacity to achieve, and be acceptable as reasonable expectations. To both, the terms should constitute the agreed to basis upon which the employee's subsequent performance is to be evaluated and the Civilian Performance Rating is to be prepared.

#### JOB PERFORMANCE

In itself, job performance is perhaps less a step in the performance management process than it is a continuous, day-to-day output of that process. In reality, the point as to whether it is a step or an interim outcome is moot. The key point to be recognized is that it must, with some degree of regularity, be somehow observed and related back to standards established in the Civilian Performance Plan. When demonstrated job performance appears to have fallen below those standards, intervention is warranted to ascertain the reasons why and identify what needs to be done to bring it back up to the level expected. When job performance is noted to exceed those standards, intervention is again warranted to ascertain why and then work to sustain it at the higher level as long as

possible. Significant job performance slippage, for whatever may be the reason, can not be permitted to continue unchecked, as such will eventually have a deleterious effect upon accomplishment of the organizational mission, and the vitality of the work unit.

#### PERFORMANCE COUNSELING

Having obtained agreement on the Civilian Performance Plan, the supervisor can not simply sit back and leave the employee to his or her own devices until such time as the formal performance appraisal is due. The supervisor must thereafter be involved with continuously assessing the employee's demonstrated performance. The supervisor bears an obligation to determine what the underlying reasons or factors may be for any apparent performance-related problems which are beyond the employee's ability to control, and work to rectify or reduce the effect of same. The supervisor must provide constructive feedback to the employee regarding how the level of actual performance compares to the performance levels established in the Civilian Performance Plan, and provide guidance as to what the employee should be doing to correct any demonstrated shortfalls in the level of demonstrated performance.

The major fault with the OPM schematic at Figure 3-1 is that the feedback step is placed following the rendering of the formal appraisal. At that point in the process, it is too late for feedback to have a proactive, and hopefully positive,

influence on performance. The key to performance counseling as a step in the performance management process is that it must be applied on a consistent basis throughout the performance rating period. It should serve to identify and resolve whatever problems may be negatively impacting upon the achievement of the established performance standards, and it should do so sooner rather than later. It is an essential step, or reiterative series of steps, that must be applied between the job performance and performance appraisal steps, as indicated at Figure 3-2.

Performance counseling can have an extremely important and beneficial secondary effect, if accomplished in a candid, constructive, and objective manner. It can serve to establish a positive and open dialogue between the supervisor and employee and, in doing so, contribute to the development of a professional working relationship based upon mutual trust, confidence and respect.

For the occasional employee whose performance failures relate to an unwillingness to perform to established standards, timely and objective performance counseling is absolutely critical. It serves to clearly identify such an employee at an early point in the process, before any appreciable degree of damage can be done to the activity's functional operations or the morale of other employees. Moreover, it serves to substantiate the supervisor's case for the application of any adverse personnel actions, such as a reprimand, reduction or dismissal.

### PERFORMANCE APPRAISAL

The formal performance appraisal is to represent the supervisor's overall assessment of an employee's demonstrated performance compared to the previously established standards of performance expected, over a specified period of time. The extent to which it accurately and objectively does so (discounting interpersonal or prejudicial biases) is primarily a function of how effectively the supervisor negotiated the preceding steps in the performance management process.

A valid job description which directly related to accomplishment of the organization's mission, coupled with realistic and meaningful job elements and standards, should have resulted in the development of a viable Civilian Performance Plan that conveyed to the employee exactly what was to be done and how well it was expected to be done. Performance counseling, objectively and constructively applied, should have served to reinforce good performance and support the early identification and correction of problems negatively impacting upon its achievement; it should have served to sustain the competent employee's acceptable level of performance and to document the case of the employee whose performance was clearly substandard and unacceptable. Maintenance of a positive communicative dialogue should have served to foster mutual trust and confidence between the supervisor and employee. Given a performance management process so characterized, the performance appraisal should represent but the formal documentation of a reality

which is already known to both the supervisor and the employee. Whether the appraisal be Exceptional or Unsatisfactory, both will know why and both will have known before the fact.

The complaint is occasionally raised that the preparation of performance appraisals requires too much time on the part of the supervisor, and detracts from other functions relating to the planning, controlling and directing of operations. In reality, the actual preparation of the formal appraisal should prove the least time-consuming step within the broader process of performance management. The time and effort must have already been expended (or, perhaps more correctly, invested) during the preceding steps of the performance management process and throughout the rating period covered by the appraisal.

#### PERFORMANCE MANAGEMENT TOOLS

Performance management tools are intended to assist supervisors in their efforts to reinforce and encourage good performance, improve marginal performance, and eliminate bad performance. There are numerous such tools available to the supervisor within the federal sector, providing for considerable flexibility and applicability; they can range in cost from a simple pat-on-the-back to the presentation of a substantial monetary reward, in intensity of application from a helpful suggestion to a dismissal notice, and in complexity from the rearranging of office furniture to a complete restructuring of an office's work team.

The issue for the supervisor is being able, in light of a given set of circumstances, to select and apply the most appropriate performance management tool, or combination of tools, that would best serve to have the desired impact upon the already competent employee's performance and productivity. Some, such as non-monetary awards (e.g., letter of appreciation) could be applied at multiple points during the rating period. Others would more directly relate to more specific points in the process, as in the case of additional training to enhance performance. The need for training might be identified during development of job elements or discussion of the Civilian Performance Plan, at which points a determination would be required as to the scope of and approach to the training; actual conduct of the training might not occur until later, with the benefit of the training not being demonstrated until still later. Some may not be applicable until a specific step in the process had been reached or completed, as in the case for a cash performance award, that could not be granted until after completion of the performance appraisal. A key point to be made regarding any performance management tool is that it needs to be employed, or action for its employment initiated, at the optimal point and time so as to have the desired impact upon the employee's performance and, hence, productivity. A second, and sometimes ignored, key point is that the selection and application of a performance management tool should be based upon an objective assessment of the employee's demonstrated

level of performance and that such be accomplished in an unbiased and equitable manner.

#### ENDNOTES

1. Richard I. Henderson, Compensation Management: Rewarding Performance in the Modern Organization, pp. 132-136.
2. U.S. Office of Personnel Management, Developing and Evaluating Elements and Standards: An Information Guide for Managers, pp. 4-11.
3. U.S. Office of Personnel Management, Federal Personnel Manual, Chapter 430, p. 430-8.
4. Gwendolyn A. Bullock, comp. and ed., Performance Standards Handbook: A Reference Guide for Managers and Supervisors, pp. I-4-I-7.
5. George L. Morrisey, Performance Appraisals in the Public Sector, p. 78.
6. Ibid., pp. 84-85.

## APPENDIX 2

FY 1985 CIVILIAN PERFORMANCE RATING SUMMARY DATA

## APPENDIX 3

## FY 1985 CASH AWARDS DISTRIBUTION SUMMARY DATA

MISCELL.	WESTCOM	FSTC	TSA	USA-KOREA	OSA	HSC	INSCOM	USAFAC	AAA	MTMC	USAREUR	FORSCOM	ISC	TRADOC	MDW	OCE	AMC	ARMY WIDE
a. $\frac{102}{\text{TOTAL # OF GM EMPLOYEES IN MACOM}}$	$\frac{34}{90}$	$\frac{64}{98}$	$\frac{90}{120}$	$\frac{154}{173}$	$\frac{173}{178}$	$\frac{184}{187}$	$\frac{187}{467}$	$\frac{467}{497}$	$\frac{497}{747}$	$\frac{747}{751}$	$\frac{751}{1057}$	$\frac{1057}{3070}$	$\frac{3070}{5605}$	$\frac{5605}{11578}$				
b. $\frac{0.87}{\text{MACOM # OF TOTAL GM WORKFORCE IN DA}}$	$\frac{0.37}{2}$	$\frac{0.51}{2}$	$\frac{0.71}{2}$	$\frac{0.71}{2}$	$\frac{0.91}{2}$	$\frac{1.12}{2}$	$\frac{1.32}{2}$	$\frac{1.32}{2}$	$\frac{1.42}{2}$	$\frac{1.42}{2}$	$\frac{3.42}{2}$	$\frac{3.72}{2}$	$\frac{5.52}{2}$	$\frac{5.52}{2}$	$\frac{7.87}{2}$	$\frac{22.67}{2}$	$\frac{41.32}{2}$	N/A
c. $\frac{77}{\text{TOTAL # OF GM EMPLOYEES IN MACOM}}$	$\frac{10}{58}$	$\frac{47}{93}$	$\frac{14}{100}$	$\frac{93}{51}$	$\frac{100}{61}$	$\frac{109}{133}$	$\frac{109}{326}$	$\frac{326}{335}$	$\frac{335}{486}$	$\frac{486}{458}$	$\frac{458}{767}$	$\frac{767}{2193}$	$\frac{2193}{3454}$	$\frac{3454}{8832}$				
d. $\frac{75.52}{\text{# OF TOTAL GM WORKFORCE WITHIN MACOM}}$	$\frac{29.42}{29.42}$	$\frac{73.42}{64.42}$	$\frac{64.42}{75.52}$	$\frac{75.52}{77.52}$	$\frac{77.52}{64.92}$	$\frac{29.52}{58.32}$	$\frac{34.12}{72.32}$	$\frac{58.32}{69.87}$	$\frac{69.87}{67.42}$	$\frac{67.42}{65.17}$	$\frac{65.17}{61.02}$	$\frac{61.02}{72.67}$	$\frac{72.67}{71.47}$	$\frac{71.47}{61.67}$	$\frac{61.67}{N/A}$			
e. $\frac{0.92}{\text{# OF TOTAL GM WORKFORCE WITHIN DA RECEIVING CASH AWARD}}$	$\frac{0.12}{0.12}$	$\frac{0.52}{0.52}$	$\frac{0.72}{0.92}$	$\frac{0.92}{1.12}$	$\frac{1.12}{1.12}$	$\frac{0.62}{1.52}$	$\frac{0.62}{1.52}$	$\frac{1.52}{1.52}$	$\frac{1.52}{3.22}$	$\frac{3.22}{3.22}$	$\frac{3.22}{8.52}$	$\frac{8.52}{5.22}$	$\frac{5.22}{5.22}$	$\frac{5.22}{8.72}$	$\frac{8.72}{24.82}$	$\frac{24.82}{30.12}$	$\frac{30.12}{65.12}$	
f. $\frac{935}{\text{AVERAGE SIZE OF CASH AWARD IN MACOM}}$	$\frac{2490}{931}$	$\frac{931}{1071}$	$\frac{966}{966}$	$\frac{761}{1163}$	$\frac{1163}{2248}$	$\frac{1877}{1877}$	$\frac{1877}{879}$	$\frac{879}{1103}$	$\frac{1103}{921}$	$\frac{921}{918}$	$\frac{918}{1056}$	$\frac{1056}{1000}$	$\frac{1000}{887}$	$\frac{887}{1033}$	$\frac{1033}{1258}$	$\frac{1258}{1109}$		
g. $\frac{842}{\text{AVERAGE SIZE OF MACOM AWARD AS % OF AVERAGE SIZE DA AWARD}}$	$\frac{2252}{842}$	$\frac{842}{972}$	$\frac{872}{697}$	$\frac{697}{1052}$	$\frac{1052}{2032}$	$\frac{1692}{1692}$	$\frac{1692}{797}$	$\frac{797}{992}$	$\frac{992}{812}$	$\frac{812}{952}$	$\frac{952}{902}$	$\frac{902}{802}$	$\frac{802}{932}$	$\frac{932}{1132}$	$\frac{1132}{N/A}$			
h. $\frac{1.522}{\text{FUNDING LEVEL EXPENDED FOR CASH AWARDS}}$	$\frac{1.462}{1.502}$	$\frac{1.502}{1.482}$	$\frac{1.502}{1.102}$	$\frac{1.492}{1.492}$	$\frac{1.492}{1.442}$	$\frac{1.442}{1.432}$	$\frac{1.432}{1.412}$	$\frac{1.412}{1.402}$	$\frac{1.402}{1.372}$	$\frac{1.372}{1.452}$	$\frac{1.452}{1.282}$	$\frac{1.282}{1.332}$	$\frac{1.332}{1.292}$	$\frac{1.292}{1.292}$	$\frac{1.292}{1.452}$	$\frac{1.452}{1.382}$	$\frac{1.382}{N/A}$	

## APPENDIX 4

FY 1985 CASH AWARDS DATA --  
EXCEPTIONAL EMPLOYEES

	ARMY WIDE	AMC	OCE	MDW	TRADOC	ISC	FORSCOM	USAREUR	MTMC	AAA	USAFAAC	INSCOM	HSC	OSA	TSA	WESTCOM	FSTC	MISCELL.
a. <u>TOTAL # OF GM EMPLOYEES IN MACOM / (DA)</u>	<u>102</u>	<u>34</u>	<u>64</u>	<u>90</u>	<u>98</u>	<u>120</u>	<u>154</u>	<u>173</u>	<u>178</u>	<u>184</u>	<u>187</u>	<u>467</u>	<u>497</u>	<u>747</u>	<u>751</u>	<u>1057</u>	<u>1070</u>	<u>5605</u> <u>(11578)</u>
b. <u>TOTAL # OF GM EMPLOYEES IN MACOM / (DA) RECEIVING EXCEPTIONAL RATING</u>	<u>59</u>	<u>6</u>	<u>30</u>	<u>32</u>	<u>43</u>	<u>68</u>	<u>77</u>	<u>51</u>	<u>27</u>	<u>47</u>	<u>70</u>	<u>97</u>	<u>208</u>	<u>261</u>	<u>252</u>	<u>485</u>	<u>634</u>	<u>925</u> <u>(3392)</u>
c. <u>57.8% 17.6% 46.9% 35.6% 43.9% 56.7% 50.0% 29.5% 15.2% 25.5% 37.4% 20.8% 41.9% 34.9% 33.6% 45.9% 21.3% 16.5% N/A</u>	<u>27.8%</u>	<u>0.2%</u>	<u>0.9%</u>	<u>0.9%</u>	<u>1.1%</u>	<u>2.0%</u>	<u>2.3%</u>	<u>1.5%</u>	<u>0.8%</u>	<u>1.4%</u>	<u>2.1%</u>	<u>2.9%</u>	<u>6.1%</u>	<u>7.7%</u>	<u>1.4%</u>	<u>14.3%</u>	<u>19.3%</u>	<u>27.3%</u> <u>(15.0%)</u>
d. <u># OF TOTAL GM WORKFORCE WITHIN MACOM / (DA) RECEIVING EXCEPTIONAL RATING</u>	<u>59</u>	<u>6</u>	<u>30</u>	<u>32</u>	<u>43</u>	<u>68</u>	<u>77</u>	<u>51</u>	<u>27</u>	<u>47</u>	<u>70</u>	<u>97</u>	<u>208</u>	<u>261</u>	<u>252</u>	<u>485</u>	<u>634</u>	<u>925</u> <u>(3392)</u>
e. <u># OF TOTAL GM WORKFORCE WITHIN MACOM / (DA) RECEIVED A CASH AWARD</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>	<u>100%</u>
f. <u>1.7% 0.2% 0.9% 0.9% 1.1% 2.0% 2.3% 1.5% 0.8% 1.4% 2.1% 2.9% 6.1% 7.7% 14.3% 19.3% 27.3% 100%</u>	<u>1.7%</u>	<u>0.2%</u>	<u>0.9%</u>	<u>0.9%</u>	<u>1.1%</u>	<u>2.0%</u>	<u>2.3%</u>	<u>1.5%</u>	<u>0.8%</u>	<u>1.4%</u>	<u>2.1%</u>	<u>2.9%</u>	<u>6.1%</u>	<u>7.7%</u>	<u>14.3%</u>	<u>19.3%</u>	<u>27.3%</u>	<u>100%</u>
g. <u>1.7% 0.2% 0.9% 0.9% 1.1% 2.0% 2.3% 1.5% 0.8% 1.4% 2.1% 2.9% 6.1% 7.7% 14.3% 19.3% 27.3% 100%</u>	<u>1.7%</u>	<u>0.2%</u>	<u>0.9%</u>	<u>0.9%</u>	<u>1.1%</u>	<u>2.0%</u>	<u>2.3%</u>	<u>1.5%</u>	<u>0.8%</u>	<u>1.4%</u>	<u>2.1%</u>	<u>2.9%</u>	<u>6.1%</u>	<u>7.7%</u>	<u>14.3%</u>	<u>19.3%</u>	<u>27.3%</u>	<u>100%</u>
h. <u>AVERAGE SIZE OF CASH AWARD IN MACOM / (DA) FOR EXCEPTIONAL RATED GM EMPLOYEES</u>	<u>1005</u>	<u>2883</u>	<u>1117</u>	<u>1422</u>	<u>1221</u>	<u>804</u>	<u>1278</u>	<u>2248</u>	<u>2531</u>	<u>1309</u>	<u>1363</u>	<u>1604</u>	<u>1120</u>	<u>1351</u>	<u>1292</u>	<u>1085</u>	<u>1114</u>	<u>2075</u> <u>(1571)</u>
i. <u>AVERAGE MACOM CASH AWARD AS % OF AVERAGE CASH AWARD FOR EXCEPTIONAL RATED GM EMPLOYEES (h - 1571)</u>	<u>63.9%</u>	<u>180.2%</u>	<u>12.1%</u>	<u>90.4%</u>	<u>11.1%</u>	<u>51.1%</u>	<u>12.81%</u>	<u>14.5%</u>	<u>16.1%</u>	<u>8.1%</u>	<u>8.1%</u>	<u>8.1%</u>	<u>6.9%</u>	<u>10.9%</u>	<u>11.1%</u>	<u>11.1%</u>	<u>N/A</u>	

APPENDIX 5

FY 1985 CASH AWARDS DATA --  
HIGHLY SUCCESSFUL EMPLOYEES

MISCELL.	USA-KOREA		USAFAC		MTMC		USAREUR		TRADOC		OCE		AMC		ARMY WIDE					
	FSTC	TSA	OSA	HSC	INSCOM	AAA	MTMC	USAFAC	INSCOM	OSA	HSC	USAREUR	TRADOC	OCE	AMC	ARMY WIDE				
a. <u>TOTAL # OF GM EMPLOYEES IN MACOM / (DA)</u>	<u>102</u>	<u>34</u>	<u>64</u>	<u>90</u>	<u>98</u>	<u>120</u>	<u>154</u>	<u>173</u>	<u>178</u>	<u>184</u>	<u>187</u>	<u>467</u>	<u>497</u>	<u>747</u>	<u>751</u>	<u>1057</u>	<u>3070</u>	<u>5605</u> <u>(15578)</u>		
b. <u>TOTAL # OF GM EMPLOYEES IN MACOM / (DA) RECEIVING HIGHLY SUCCESSFUL RATING</u>	<u>24</u>	<u>9</u>	<u>17</u>	<u>30</u>	<u>31</u>	<u>36</u>	<u>41</u>	<u>62</u>	<u>71</u>	<u>86</u>	<u>69</u>	<u>175</u>	<u>183</u>	<u>276</u>	<u>254</u>	<u>305</u>	<u>1572</u>	<u>2220</u> <u>(5461)</u>		
c. <u>% OF TOTAL GM WORKFORCE WITHIN MACOM RECEIVING HIGHLY SUCCESSFUL RATING (b - a)</u>	<u>23.5%</u>	<u>26.5%</u>	<u>26.6%</u>	<u>30.0%</u>	<u>31.6%</u>	<u>35.8%</u>	<u>39.9%</u>	<u>46.7%</u>	<u>56.9%</u>	<u>37.5%</u>	<u>36.8%</u>	<u>36.9%</u>	<u>33.8%</u>	<u>29.9%</u>	<u>31.2%</u>	<u>39.6%</u>	<u>N/A</u>			
d. <u>% OF TOTAL GM WORKFORCE WITHIN DA RECEIVING HIGHLY SUCCESSFUL RATING (b - 5461)</u>	<u>0.42%</u>	<u>0.22%</u>	<u>0.32%</u>	<u>0.52%</u>	<u>0.62%</u>	<u>0.72%</u>	<u>0.82%</u>	<u>1.12%</u>	<u>1.32%</u>	<u>1.62%</u>	<u>1.32%</u>	<u>3.22%</u>	<u>3.42%</u>	<u>5.12%</u>	<u>4.72%</u>	<u>5.62%</u>	<u>28.8%</u>	<u>40.7%</u> <u>(40.27)</u>		
e. <u>% OF TOTAL DA GM WORKFORCE WITHIN MACOM / (DA) RATED HIGHLY SUCCESSFUL WHO RECEIVED A CASH AWARD (e - b)</u>	<u>17</u>	<u>4</u>	<u>17</u>	<u>25</u>	<u>31</u>	<u>24</u>	<u>23</u>	<u>0000</u>	<u>33</u>	<u>86</u>	<u>39</u>	<u>175</u>	<u>124</u>	<u>197</u>	<u>206</u>	<u>264</u>	<u>1301</u>	<u>2220</u> <u>(4786)</u>		
f. <u>% OF TOTAL DA GM WORKFORCE WITHIN MACOM / (DA) RATED HIGHLY SUCCESSFUL WHO RECEIVED A CASH AWARD (e - b)</u>	<u>70.8%</u>	<u>44.4%</u>	<u>100.7%</u>	<u>83.3%</u>	<u>100.2%</u>	<u>66.7%</u>	<u>56.1%</u>	<u>12</u>	<u>0000</u>	<u>46.5%</u>	<u>100.2%</u>	<u>56.5%</u>	<u>100.2%</u>	<u>67.8%</u>	<u>71.4%</u>	<u>81.1%</u>	<u>86.6%</u>	<u>82.8%</u>	<u>100.7%</u> <u>N/A</u>	
g. <u>% OF TOTAL DA GM WORKFORCE WITHIN MACOM / (DA) RATED HIGHLY SUCCESSFUL WHO RECEIVED A CASH AWARD (e - 4786)</u>	<u>0.42%</u>	<u>0.12%</u>	<u>0.42%</u>	<u>0.52%</u>	<u>0.62%</u>	<u>0.52%</u>	<u>0.52%</u>	<u>0.72%</u>	<u>1.89%</u>	<u>0.82%</u>	<u>3.72%</u>	<u>2.62%</u>	<u>4.12%</u>	<u>4.12%</u>	<u>5.52%</u>	<u>27.22%</u>	<u>46.4%</u>	<u>(87.6%)</u>		
h. <u>AVERAGE SIZE OF CASH AWARD IN MACOM / (DA) FOR HIGHLY SUCCESSFUL RATED GM EMPLOYEES</u>	<u>721</u>	<u>1975</u>	<u>566</u>	<u>644</u>	<u>611</u>	<u>654</u>	<u>779</u>	<u>0000</u>	<u>1356</u>	<u>644</u>	<u>638</u>	<u>706</u>	<u>584</u>	<u>725</u>	<u>642</u>	<u>547</u>	<u>806</u>	<u>1026</u> <u>(870)</u>		
i. <u>AVERAGE MACOM CASH AWARD AS % OF AVERAGE DA CASH AWARD FOR HIGHLY SUCCESSFUL RATED GM EMPLOYEES (h - 870)</u>	<u>82.9%</u>	<u>227.2%</u>	<u>65.1%</u>	<u>74.0%</u>	<u>70.2%</u>	<u>75.1%</u>	<u>89.5%</u>	<u>0000</u>	<u>156.2</u>	<u>0000</u>	<u>156.2</u>	<u>74.4%</u>	<u>73.3%</u>	<u>81.1%</u>	<u>67.1%</u>	<u>83.1%</u>	<u>73.8%</u>	<u>62.9%</u>	<u>91.6%</u>	<u>118.2%</u> <u>N/A</u>

## APPENDIX 6

FY 1985 CASH AWARDS DATA --  
FULLY SUCCESSFUL EMPLOYEES

APPENDIX 7  
PROPOSED RESEARCH METHODOLOGY

TYPES OF SURVEY RESEARCH

There are basically three types of survey research endeavors—Exploratory, Descriptive, and Explanatory. Which is the most appropriate to be employed is a function of the purpose of the research being conducted. The specific type selected is of some importance to the final research design, as each serves to support a different research purpose and accordingly has differing research design requirements and implications. Exploratory research seeks to collect and provide information on one or more phenomena about which not enough is known, so as to provide possible explanations regarding the phenomena and serve as the basis for subsequent research efforts that are more precise. The exploratory research design needs to provide for flexibility more than preciseness in measurements, as it is not attempting to draw causal inferences. Descriptive research seeks to collect unbiased and reliable data upon which definitive research questions and hypotheses can be predicated, and it requires a greater degree of preciseness in both measurement and statistical validity. It is useful in examining multiple phenomena that might be interrelated, and about which more precise information is required. Explanatory research is the most demanding of the three types, in that it seeks to demonstrate a causal relationship between one or more

variables, with respect to which a causal hypothesis has been postulated. It requires a high degree of statistically unbiased and reliable data, so as to be able to prove the causal relationship and rule out any other variables that might unexpectedly serve to contribute to achievement of the same outcomes or otherwise impact upon those outcomes. Such would constitute alternative rival hypotheses, that could render incorrect the causal hypothesis as formulated.<sup>1</sup>

#### PURPOSE OF THE PROPOSED SURVEY RESEARCH

The principal thrust of the survey research endeavor as proposed is exploratory, in that its purpose would be to support the gathering and compiling of base-line data regarding GM 13-15 level employee attitudes and perceptions of DA's cash performance award program, and the efficacy of various practices and procedures relating thereto. Further, it proposes to concomitantly explore GM employee attitudes and perceptions regarding a number of other PMRS practices and procedures, as currently exist within the broader performance management process, that could serve to impact upon GM employee motivation. To a more limited extent, the survey research is also descriptive in design, in that it proposes to measure a number of other variables within the broader PMRS process that are suspected of potentially having a bearing upon GM employee motivation and could therefore harbor alternative rival hypotheses. While any resultant data would not support the drawing of

causal inferences, they would be required to facilitate the subsequent formulation of theoretical explanations as to what, beyond the cash performance award program itself, could be impacting upon GM employee motivation and perhaps why. At present, large numbers of phenomena are viewed as possibly being operative, none of which is fully understood; that field needs to be narrowed down to the most likely candidates for harboring probable alternative rival hypotheses. The survey research is explanatory in nature in that it endeavors, on an extremely cautious and tentative basis, to test the hypothesis that the cash performance award program serves to positively motivate GM employees to be more productive. At this juncture, however, caution is mandated in drawing any causal inferences from the resultant data of the research endeavor as proposed, as there are likely to be multiple variables involved that could impact upon GM employee motivation. Not enough is known about how GM employees view other key PMRS practices and procedures to determine if, and to what extent, the cash performance award program has actually served to contribute to any increase in GM employee productivity, or in their motivation to be more productive. Until survey data relating to those other variables have been collected and analyzed, a causal relationship between the program and the outcome of increased GM employee productivity can not be tested with irrefutable scientific validity. Notwithstanding such comments, there is some value in testing the causal hypothesis as was postulated

in Chapter VI. If the data indicate that the cash performance award program, in fact, serves to increase the motivation of GM employees to be more productive, then DA should consider continuing the program at the current level of funding under the presumption that it is having a positive, if quantitatively unmeasurable, outcome. If the data, however, serve to demonstrate the opposite, then DA needs to have far more information to develop plausible explanations and theories as to why such is perhaps the case. The exploratory and descriptive aspects of the research design would serve to collect such information, and provide the basis for formulating general explanations as to the why.

The survey research as proposed, therefore, is primarily intended to provide DA with an in-depth view of current PMRS practices and procedures that are perceived by GM employees to not be functioning in practice as they were perhaps intended to function in concept. Such would enable DA to focus attention on those potentially dysfunctional practices or procedures that warrant the application of corrective fixes or program modifications. Introducing any changes, however, would supposedly serve to subsequently alter the attitudes and perceptions of GM employees, for better or worse. It would, therefore, be beneficial for DA to be able to conduct follow-up assessments to ascertain if the resultant impacts of the changes had been positive, negative or neutral. In this regard, it is proposed that the survey design be longitudinal and employ a cohort

studies approach, so as to permit DA to document any changes in GM employee attitudes and perceptions over time.

#### SURVEY SAMPLE CONSTRUCTION

At present, there are reported to be 16,471 GM employees in the DA workforce; subcategorized as follows: 8,063 GM-13 employees; 5,428 GM 14 employees; and 2,980 GM-15 employees. There are a number of considerations that argue against treating all such GM employees as a fully homogeneous group, from which but one sample could be drawn that would prove truly representative of the entire GM 13-15 population. As a case in point, GM-15 employees in FY 1978 received cash performance awards (averaging \$1,562, DA-wide) that were proportionately larger than those received by GM-14 employees (averaging \$1,215) or GM-13 employees (averaging \$925); that same phenomenon has persisted since the inception of the PMRS, and can not be explained solely in light of differentials in base and annual salaries.<sup>2</sup> Given identical Civilian Performance Ratings for a GM-13 and a GM-15, the former might regard and interpret that phenomenon in a considerably different light than the latter. Further, positional considerations (e.g., proximity to higher management, scope of duties, prestige, decision-making latitude, etc.) could serve to influence differently the perceptions of GM employees at each of the three grade levels. The potential for encountering such differing perspectives among, but probably not within, the three subcategories of GM employees argues for

stratification of the total GM population along grade level lines. In spite of the inherent problems associated with a stratified sampling strategy, the modified approach as is herein proposed provides for the construction of three separate samples, each of which would have to be designed to be representative of its respective subcategory population of GM employees. Admittedly, such an approach increases the probability for introducing bias, if care is not exercised in interpreting the survey data and framing any conclusions drawn therefrom in terms of the total GM 13-15 population. The technique for effectively managing bias would be to differentially weight the respective stratified subcategories in light of their proportionate share of the total GM 13-15 population, and then to draw general conclusions about that total population. The principal advantage of the approach as outlined is that it would provide for the obtaining of more complete information on and framing of conclusions regarding each of the respective subcategory populations of GM employees, yet at the same time would provide for the means to frame general conclusions about the total GM population.

While it would be ideal to query all GM employees in each of the three subcategories, that approach would prove unnecessarily burdensome and expensive. For purposes of the survey research endeavor as proposed, a randomly derived sample with a 95% confidence interval ( $p = 0.5$ ) and a percentage sampling error of  $\pm 3\%$  would suffice to provide data that were representative

of each subcategory's population at large. In this regard, the following randomly selected sample sizes are recommended to be employed:

<u>Subcategory</u>	<u>Subcategory Population</u>	<u>Subcategory Sample Size*</u>
GM-13	8,063	989*
GM-14	5,428	938*
GM-15	2,980	811*

\*For  $p = 0.5$ ,  $\pm 3\%$  Sampling Error

Each of the respective samples, in order to provide for internal survey validity, must be randomly derived, and use of a simple random numbers selection procedure is recommended to achieve that end. Such would require the development of a printed listing for each subcategory population of GM employee (i.e., one for GM-13 employees, one for GM-14 employees, and one for GM-15 employees). Employing four-digit numbers (since all three subcategory populations contain four-digit totals), each employee appearing on a given listing would be assigned a case number, beginning with 0001 and continuing in sequence (0002, 0003, etc.) until the last employee listed had been assigned a case number (e.g., 8063 for the last employee on the GM-13 listing). To draw specific sample cases, a four-digit number combination from the random numbers table would then be used, beginning with the first four-digit combination (i.e., 1009) at the upper left-hand corner of the table and thereafter proceeding in a horizontal and sequential manner

across the table with subsequent four-digit number combinations (i.e., 0097, 0973, 9732, 7325, etc.). Random numbers table four-digit combinations corresponding to case numbers assigned to employees on the listing would result in those cases being included in the survey sample for that category of GM employee; four-digit number combinations from the table not corresponding to a case number (e.g., 9732 and 7325 on the GM-14 and GM-15 lists) would be ignored. This same process would have to continue for each of the GM employee subcategory listings until the prerequisite number of cases had been drawn for each subcategory GM employee sample. The sample selection procedure as outlined, while perhaps more administratively cumbersome to manage, would provide for a greater degree of randomness in case selections than would a systematic random sample approach, and thereby increase the likelihood that a more representative sample would be drawn for each of the respective subcategory populations of GM employees.

Even when randomly constructed, however, a sample is not necessarily guaranteed to be truly representative of its larger parent population. Care must be taken, at the outset, to guard against the remote probability that an unrepresentative combination of sample cases had been drawn that could potentially result in biased survey data. In this particular instance, a sample should not contain a disproportionate number of cases from any one of the respective MACOM's within DA. Given the considerable variation as exhibited among those MACOM's regarding

the granting, distribution and sizes of cash performance awards, a disproportionate number of cases from any one MACOM could serve to skew survey results towards the perspective of GM employees within that MACOM. In a related vein, the sample should not contain a disproportionate number of cases from a given global region (e.g., Europe versus the United States). As a final point, the sample should not contain a disproportionate number of GM employees whose Civilian Performance Ratings were the same (e.g., all Exceptional versus all Fully Successful), or all of whom had (or, had never) previously been granted a cash performance award. Such factors could serve to make the random sample unrepresentative, thereby affecting the validity of survey results and probably leading to the framing of erroneous conclusions or theories. The key point is that the check needs to be done to verify the probable representativeness of the sample before any administration of the survey instrument. If, in the course of the check, the random sample were determined to be unrepresentative, it would have to be discarded and another sample constructed that could pass such scrutiny.

#### DESIGN OF THE SURVEY INSTRUMENT

Given the size of the respective samples and the fact that GM employees contained therein may be globally distributed, the most practicable survey instrument would prove to be a mailed questionnaire. As a group, GM employees tend to be well-educated, well-informed and interested in programs or

activities that might impact upon them. As a result, a relatively high response rate could be expected from a mailed questionnaire, with good adherence to instructions provided for completing it.

The survey instrument (questionnaire) attached at Appendix 8 is admittedly lengthy, and violates the rule-of-thumb that questionnaires should be no more than four pages in length. In this survey research endeavor, however, the quest for brevity is overshadowed by the need to identify and eliminate a number of potential alternative rival hypotheses or, at worst, to provide for the collection of sufficient data and the measurement of multiple variables so as to explain unexpected results and support meaningful analysis of survey results. Actual test administrations of the survey instrument to GM employees have shown that an average time of 78 minutes is required for thorough completion of the questionnaire, with rank-order and open-ended questions accounting for approximately half of that time. All GM employees against whom the survey instrument was pre-tested indicated that they understood the instructions for responding to specific questions and experienced no problems in dealing with the various question formats as contained in the questionnaire.

The primary form as employed in the survey instrument is that of the closed-ended question, so as to keep responses succinct and thereby facilitate the comparing and compiling of data. To a more limited extent, open-ended questions have been included to solicit direct comment or elaboration by

respondents, and to allow for the identification of any significant GM employee perceptions that closed-ended questions failed to adequately anticipate or capture. A number of rank order formats have been included, in which respondents are required to prioritize among multiple factors, so as to provide DA with a feel as to the relative importance of certain factors in comparison with others. To the maximum extent possible, statements have been utilized in lieu of direct questions, as they better support the grouping of related responses and provide for a range of opinion options that serve to indicate the degree of intensity of opinion with respect to a given statement.

The format to which preference has been given is Likert Scaling, or variations thereof, which employs an ordinal measurement technique to rank mutually exclusive category responses to a given statement. Admittedly, there are some potential pitfalls with the Likert Scaling format when subsequently endeavoring to display, compare and analyze survey data, especially among different responses and subcategories of respondents. This exploratory survey research (and such is its principal thrust), however, does not propose to aspire to a degree of precision in variable measurement as perhaps would be afforded by more complex and administratively burdensome scalar formats (e.g., Guttman Scaling or Thurstone Scaling). It is intended that resultant data would be displayed and interpreted in more general terms, as in the hypothetical

example of 53% agree (to include all respondents who very strongly agreed, strongly agreed, etc.) to 17% disagree (to include all respondents who very strongly disagreed, strongly disagreed, etc.) to 30% who are neutral or hold no opinion. Such would still permit the framing of general conclusions that would be meaningful, in support of which the more simple Likert Scaling format would suffice. A similar rationale applies to other formats as are included in the survey instrument, to include: Staple Scales; Semantic Differential Scales; Forced Ranking Scales, and modifications thereon; Horizontal Numerical Scales; Fixed Alternative choices; and modified Active Checklists.

As indicated, the major purpose of the survey is to measure GM employees' attitudes and perceptions regarding a number of significant aspects of the broader performance management process, beyond the cash performance award program itself, that could harbor variables impacting upon GM employee motivation. Survey statements have been included to collect data on each such aspect. The posing of any single statement, however, results in the obtaining of but one response; the degree to which the latter is an accurate reflection of respondents' attitudes and perceptions regarding the former is a function of how well the statement was formatted, phrased, understood, thoughtfully considered and candidly answered. In short, it is not advisable to be totally reliant upon any one survey statement or question as the exclusive source of information

on or measurement of a given variable, or as the sole basis upon which to try and frame specific or general conclusions. It is better to posit multiple statements that directly orient on a given variable or aspect of the performance management process as is being examined, and analyze the resultant responses both as discrete entities and on an aggregated basis within the context of a broader grouping of related survey statements. Such contributes to the collection of more complete data, both quantitatively and qualitatively, and provides for checks to identify any aberrations in individual responses.

#### PMRS PRACTICES AND PROCEDURES TO BE EXAMINED

The preponderance of individual survey statements can be grouped under one of 18 broad survey questions that relate to various PMRS practices and procedures that need to be thoroughly examined. The resultant data provided by each such grouping of individual survey statements is intended to provide the basis for framing general conclusions with respect to each of the broad survey questions being posited, as follow:

1. Do GM employees consider their base salaries to be adequate?
2. How do GM employees view their jobs?
3. How do GM employees view their organizations?
4. How do GM employees view their rating supervisors?
5. How do GM employees view their own performance?
6. Do GM employees have trust and confidence in their rating supervisors?

7. What do GM employees consider to be the most significant factors in motivating them to excel?
8. Do GM employees feel that PMRS practices and procedures are being objectively and equitably applied?
9. Do GM employees feel that Civilian Performance Plans are being effectively employed?
10. Do GM employees feel that performance standards are being effectively applied?
11. Do GM employees feel that Civilian Performance Ratings are being effectively employed?
12. Do GM employees feel that performance counseling is adequate?
13. How receptive are GM employees to the concept of a cash performance award program?
14. Do GM employees feel that the cash performance award program is adequately funded?
15. What do GM employees see the impact of the cash performance award program to be?
16. Do GM employees understand the criteria for being recommended for a cash performance award?
17. Is the cash performance award program being administered in an objective and equitable manner?
18. Does the cash performance award program serve to motivate GM employees to be more productive?

#### APPROACH TO SURVEY DATA ANALYSIS

Analysis of survey data would orient upon the broad survey questions as listed above, the objective being to formulate general conclusions for each broad survey question as posited. The survey instrument would result in the collection of a significant quantity of raw data, the subsequent manipulation and analysis of which would prove difficult without the employment

of automated data processing. In this regard, the survey design proposes the development and use of an automated program to receive and support manipulation of raw survey data as extracted from completed questionnaires.

The hypothesis as postulated in Chapter VI would be directly tested via analysis of a select grouping of survey statements (specifically 081, 235, 238, 274, 293, 294, and 295, with the underlined statements being the principal tests); in essence each survey statement as identified poses the same question, phrased or formatted in a slightly different manner to provide for cross-validation of responses. Survey statement 082 seeks, within the larger grouping of even-numbered statements from 052 - 094, to determine how GM employees rank the opportunity to earn a cash performance award as a positive motivator, compared to some 21 other probable motivational factors. The remaining survey statements relating to the cash performance award program serve to provide additional data regarding various other aspects of the program, and the broad survey questions relating to same.

#### ESTIMATED COST OF SURVEY RESEARCH AS PROPOSED

Tab A to this Appendix provides two cost estimates for conduct of the survey research as proposed, one based upon a full 100% response rate and the second based upon a more probable 80% response rate. As can be seen for the latter, administrative costs for the survey would be approximately

\$22,000. But the total cost should include the cost of diverted productive manhours required to complete the survey questionnaires. In this regard, the total costs for the proposed survey research endeavor would equal approximately \$106,000, based upon an assumed actual response rate of 80%.

The survey questionnaire at Appendix 8 has been prepared in a non-automated format, primarily because the design of a fully automated survey format is beyond the resources of the author. The survey could, with some exceptions, be reformatted so as to permit employment of a mark-sensing response sheet. Such would, admittedly, expedite the entering of response data for automated manipulation, thereby reducing clerical costs for manually tabulating and entering responses. For several reasons, however, it is recommended that the manual survey at Appendix 8 be employed. The first relates to the fact that GM employees would find it easier and quicker to mark responses directly on the survey questionnaire, rather than having to transpose responses to a mark sensing sheet. Such would be expected to contribute to a higher survey response rate. Secondly, rank-order and open-ended questions contained in the survey do not lend themselves to a mark-sensing format using "Scantron" type response sheets. While a mark-sensing response sheet could be specially designed to circumvent this problem, the costs associated with design and printing would have to be added to the total cost of survey administration. Finally, it is estimated that at least 15 minutes of additional completion

time per survey would be required to mark a standard "Scantron" type response sheet. Such would add at least \$10,000 to the overall cost of administering the survey, in light of the cost of the additional productive time lost by GM employees. That cost would be considerably more than the costs estimated for having clerical personnel manually tabulate survey responses. In the final analysis, it is concluded that the survey would cost less to administer and tabulate in a manual mode than an automated one. For this initial survey research endeavor, DA would be best advised to administer the survey questionnaire in the same format as appears at Appendix 8.

#### ENDNOTES

1. Jarol B. Manheim and Richard C. Rich, Empirical Political Analysis, pp. 68-69, 107.
2. Information provided by ODCSPER's Labor and Employee Relations Office.

TAB A TO APPENDIX 7  
ESTIMATED COST OF SURVEY RESEARCH AS PROPOSED

<u>GM-13</u>	<u>GM-14</u>	<u>GM-15</u>	
\$44,769	\$52,903	\$62,227	Base Salary, Step 5
2060	2060	2060	Divided by approximate number of manhours available per year
<hr/>	<hr/>	<hr/>	Approximate hourly wage
1.5	1.5	1.5	Multiplied by approximate time to complete survey (hours)
<hr/>	<hr/>	<hr/>	Cost in employee time per survey
989	938	811	Multiplied by number of employees in survey
<hr/>	<hr/>	<hr/>	= \$105,105
\$32,236 +	\$36,131 +	\$36,738	Cost in productive manhours to complete all 2738 surveys

<u>RETURN RATE</u> @ 80%	<u>RETURN RATE</u> @ 100%	
\$ 1,083	\$ 1,204	Mailing costs (989+938+811=2738; 2738X.22=\$602; \$603X2=\$1204)
2,738	2,738	Printing of surveys (@ estimated cost of \$1.00 per survey - paper and printing)
548	548	Envelopes (@ 2 per surveyX2738-5476; 5476X.10=\$548)
6,571	8,214	Manual data compilation to computer (@ .5 hours per surveyX2738=1369; 1369X\$6/hr=\$8214)
2,000	2,000	Computer time to process data (estimate; includes cost of program write)
8,712	8,712	Interpretation, analysis, writing of report (@ 40 mandaysX40hours per day=320 hours; 320 hoursX\$25.68 (GM-14, Step 5)=\$8712)
<hr/>	<hr/>	Printing of report
\$ 22,152	\$ 23,916	Costs, less manhours cost
<hr/>	<hr/>	Costs in productive manhours
\$106,236	\$129,021	TOTAL ESTIMATED COSTS OF PROPOSED SURVEY RESEARCH

APPENDIX 8  
SURVEY INSTRUMENT -- QUESTIONNAIRE

DRAFT COVER LETTER TO ACCOMPANY SURVEY

The Office of the Deputy Chief of Staff for Personnel (DCSPER) is preparing to undertake a thorough review of various management practices and procedures as relate to operation of the Performance Management and Recognition System (PMRS) within the Department of the Army (DA). The purpose of the review is to identify specific functional aspects of the PMRS in which improvements are perhaps warranted. The logical starting point for that effort is the group of individuals who would be most affected by any changes arising from the review, the GM 13-15 level employees within DA's total workforce.

You, and approximately 900 of your colleagues of like grade, are being requested to participate in an extremely important survey. That survey is intended to solicit your candid views and suggestions regarding a wide range of PMRS practices and procedures. Based upon your input, DCSPER will hopefully have a better grasp of how things are actually working and a better feel for what might need to be done to improve the operation of the PMRS.

Your response will be kept in strictest confidence, so as to insure your anonymity. The enclosed envelope, in which the completed survey is to be returned, reflects your name on the outside only to enable the project staff to check you off the master listing as having responded. Following that, the envelope will be discarded and there will be no way left to associate your name with the completed questionnaire that remains. At no point on the questionnaire is your name to be noted, and I assure you that it will not be added by the project staff.

Admittedly, the survey questionnaire is lengthy, and will require some 70-80 minutes of your time to be completed. Unfortunately, such is necessary to thoroughly cover all the aspects of the PMRS which need to be assessed. Your patience and understanding in this regard is appreciated.

There are no right or wrong answers. We would simply request that you give careful consideration to each of the survey questions and your response, so that each response serves to honestly convey exactly how you feel about a given statement.

Through this survey, you have an opportunity to impact upon any changes as may be made to PMRS practices and procedures. In fact, your input may constitute the basis for changes.

Thank you for your cooperation in this survey endeavor and your meaningful contribution to helping improve our Army .

OFFICE OF THE DEPUTY CHIEF OF STAFF FOR PERSONNEL  
GM EMPLOYEE SURVEY

GENERAL INSTRUCTIONS:

It is requested that you complete this survey using a ballpoint pen with dark ink. Responses are to be tabulated manually, and ink markings are much easier for the project staff to visually spot than those made with a pencil.

Your responses will mainly involve the placement of circles or checks on the survey questionnaire. Where you are requested to write in numbers or make comments, please do so as legibly as possible.

Instructions as to how to mark your response for a given statement or group of statements are contained at various points in the survey. Please pay close attention to those instructions, as there are several different question formats involved and the instructions for each format will differ.

If you make a mistake in marking or wish to change a response after having thought about it, simply mark out the old response and enter the new response.

There is no problem with scribbling or making marks on the questionnaire if that will assist you in developing your response, and may be a helpful technique for those questions which involve ranking a number of items in priority order. Please keep such scribblings away from the area in which your final response is going to be entered, however.

For questions which request your written comments, space has been provided on the questionnaire to record them. If that space is too small to hold all that you want to say, use the last sheet of the survey (Page #18) to continue your comments. If you do so, please note the question number to which each continuation of response applies.

Before starting to complete the survey questionnaire, please provide the following information:

(1) The Major Army Command (MACOM) under which your own organization is ultimately aligned (Check the applicable MACOM):

<input type="checkbox"/> FORSCOM	<input type="checkbox"/> TRADOC	<input type="checkbox"/> MDW	<input type="checkbox"/> AMC	<input type="checkbox"/> USA Japan
<input type="checkbox"/> OCE	<input type="checkbox"/> USAREUR	<input type="checkbox"/> ISC	<input type="checkbox"/> MTMC	<input type="checkbox"/> USA Korea
<input type="checkbox"/> AAA	<input type="checkbox"/> USAFAC	<input type="checkbox"/> HSC	<input type="checkbox"/> OSA	<input type="checkbox"/> WESTCOM
<input type="checkbox"/> INSCOM	<input type="checkbox"/> TSA	<input type="checkbox"/> FSTC		

If your parent MACOM is not listed above, write in the name below:

\_\_\_\_\_,  
and the abbreviation for it: \_\_\_\_\_

(2) The name of the installation (if applicable) at which your organization is located (e.g., Fort Carson, Camp Casey, Fort Ritchie, Fort Lewis, etc.):  
\_\_\_\_\_

(3) Your geographical location:

Nearest town/city: \_\_\_\_\_  
State: \_\_\_\_\_  
Country: \_\_\_\_\_

When you have completed the above entries, continue on to the next page

PAGE 1

001 Current age: \_\_\_\_\_

002 Sex: a Male b Female

003 Marital status:  
a Married b Single

004 Educational Background (check highest level attained):

- a High school (or GED)
- b Some college
- c Associate degree
- d Baccalaureate degree
- e Masters degree
- f Degree above Masters

005 Ethnic background:

- a Black
- b Hispanic
- c Oriental
- d White
- e Other

006 For how many total years have you worked in the federal civil service? \_\_\_\_\_

007 For how many consecutive years have you worked in the federal civil service, up to the present? \_\_\_\_\_

008 Your current grade is: GM- \_\_\_\_\_

009 When were you promoted to (fill in each applicable answer):

- a. GM-13 in \_\_\_\_\_ (month), \_\_\_\_\_ (year)
- b. GM-14 in \_\_\_\_\_ (month), \_\_\_\_\_ (year)
- c. GM-15 in \_\_\_\_\_ (month), \_\_\_\_\_ (year)

010 For how many consecutive years have you worked as a federal civil servant for the Department of the Army? \_\_\_\_\_

011 For how many consecutive years have you worked in your present position, up to the present? \_\_\_\_\_

012 Over the next 18 months, do you have any plans to (check as applicable):

- a Retire?
- b Resign?
- c Transfer?
- d None of the above.

Make sure that you have answered the questions on the right hand side of this page.

Continue on to the next page.

013 Is your current grade the same as it was at the time of your last Civilian Performance Rating (DA Form 5398-R)?

- a Yes b No

If your answer was "No", is your current grade higher or lower than it was at that time?

- c Higher d Lower

014 If you are the rating supervisor for any other GM 13, 14 or 15 level employees, for how many in the following grades are you the rating supervisor?

- a GM-13 employees
- b GM-14 employees
- c GM-15 employees

015 If you are the rating supervisor for any GS employees, for how many in the following grades are you the rating supervisor?

- a GS-3 through GS-6 employees
- b GS-7 through GS-9 employees
- c GS-10 through GS-12 employees
- d GS-13 through GS-15 employees

016 Since you have been in your current position, for how many different supervisors have you worked? \_\_\_\_\_

017 For approximately how many months have you worked under your current rating supervisor in your current grade and position? \_\_\_\_\_

018 My current rating supervisor is:

- a a civil servant, in the grade of \_\_\_\_\_
- b a Senior Executive Service (SES) civil servant, in the grade of \_\_\_\_\_
- c a military officer, in the grade of \_\_\_\_\_, and branch of service of \_\_\_\_\_
- d other than any of the above (fill in, if applicable): \_\_\_\_\_

019 Are you a veteran?

- a Yes b No

020 Are you retired from military service (other than for disability)?

- a Yes b No

If your answer was "Yes", what was:

- c. the grade at which you retired? \_\_\_\_\_
- d. your branch of service? \_\_\_\_\_

021 Have you received a Civilian Performance Rating (DA Form 5398-R) while in your current position at your current grade?  
a  Yes b  No  
If your answer was "Yes", what was the overall rating you received?  
c  Exceptional  
d  Highly Successful  
e  Fully Successful  
f  Minimally Successful/Satisfactory  
g  Unacceptable/Unsatisfactory

022 All things considered, what do you feel the overall descriptive rating for that Civilian Performance Rating should have been? \_\_\_\_\_

023 If you have received a cash performance award in any of the following Fiscal Years (FY), please indicate the amount of the award:  
a. FY 1983, \$ \_\_\_\_\_ awarded.  
b. FY 1984, \$ \_\_\_\_\_ awarded.  
c. FY 1985, \$ \_\_\_\_\_ awarded.  
d. FY 1986, \$ \_\_\_\_\_ awarded.  
e. FY 1987, \$ \_\_\_\_\_ awarded.

025 Approximately what is your current base annual salary at your present grade level?  
a  Below \$41,999 f  \$50,000 - \$51,999 k  \$60,000 - \$61,999  
b  \$42,000 - \$43,999 g  \$52,000 - \$53,999 l  \$62,000 - \$63,999  
c  \$44,000 - \$45,999 h  \$54,000 - \$55,999 m  \$64,000 - \$65,999  
d  \$46,000 - \$47,999 i  \$56,000 - \$57,999 n  \$66,000 - \$67,999  
e  \$48,000 - \$49,999 j  \$58,000 - \$59,999 o  Over \$68,000

026 Are you satisfied with the amount of your current base salary?  
a  Yes b  No

027 Do you feel that your current base annual salary is approximately equal to that which you could be earning in the private business sector for the same general type of work and level of responsibility?  
a  Yes b  No  
If your answer was "Yes", check one of the following:  
c  I think that I would be making more in the private sector.  
d  I think that I would be making less in the private sector.

Be sure that you have answered the questions on both the right and left hand sides of this sheet. Continue on based on how you responded to question #029, above.

024 On your last Civilian Performance Rating, how many total job elements were listed in Part II?  
a \_\_\_\_\_

Of that total, how many were identified as being Critical Elements?  
b \_\_\_\_\_

Of the total number of job elements, for how many did you receive a rating of:  
c  Exceeded?  
d  Met?  
e  Not Met?  
f  Were Not Rated.

For only the Critical Elements, for how many did you receive a rating of:  
g  Exceeded?  
h  Met?  
i  Not Met?  
j  Were Not Rated.

028 Are you satisfied with your current total compensation package (current base salary plus "fringe benefits")?  
a  Yes b  No

029 All things considered, do you feel as though your current base salary is adequate compensation for the work that you do?  
a  Yes  
If this is your response, skip to page #5 of the questionnaire and disregard page #4.

b  No  
If this is your response, continue on to page #4.

The following question has multiple parts, each of which is to be answered separately. For each part of the question posed, indicate the extent to which you agree or disagree with the statement by circling an appropriate number, from 1 to 7, for that part. The scale at the right shows what each number, from 1 to 7, means.

SCALE

1	-	VERY STRONGLY AGREE
2	-	STRONGLY AGREE
3	-	AGREE
4	-	NEUTRAL, NO BEARING
5	-	DISAGREE
6	-	STRONGLY DISAGREE
7	-	VERY STRONGLY DISAGREE

I feel as though an increase in my current base salary would be justified, at least in part, because of:

030 1 2 3 4 5 6 7 the volume of work that I have to handle.  
031 1 2 3 4 5 6 7 the difficulty of the work that I do.  
032 1 2 3 4 5 6 7 the degree of stress associated with my work.  
033 1 2 3 4 5 6 7 the degree of responsibility that has been delegated to me.  
034 1 2 3 4 5 6 7 my educational credentials.  
035 1 2 3 4 5 6 7 the experience that I possess.  
036 1 2 3 4 5 6 7 my demonstrated competency at doing the work.  
037 1 2 3 4 5 6 7 the length of time that I have been in the federal civil service.  
038 1 2 3 4 5 6 7 the number of people whom I supervise.  
039 1 2 3 4 5 6 7 my demonstrated level of performance.  
040 1 2 3 4 5 6 7 the degree of latitude I have been given to make decisions.  
041 1 2 3 4 5 6 7 extra hours I have to put in to get the work done.  
042 1 2 3 4 5 6 7 my overall contribution to the organization.  
043 1 2 3 4 5 6 7 my efficiency at doing the work.  
044 1 2 3 4 5 6 7 additional duties not on my Civilian Performance Plan (DA Form 5397-R).  
045 1 2 3 4 5 6 7 my overall effectiveness at doing the work.  
046 1 2 3 4 5 6 7 base salary scales for my pay grade being too low in the first place.  
047 1 2 3 4 5 6 7 the amount of specialized job training that I have successfully completed.  
048 1 2 3 4 5 6 7 the number of important decisions that I have to make on my own.  
049 1 2 3 4 5 6 7 what my civilian counterparts are making in the private sector.

050 All things considered, I feel that my current base salary warrants an increase of \_\_\_\_\_ % (per cent) over the figure that I checked off in question #025 on page 2 of this questionnaire.

Continue on to the next page.

PAGE 4

How important is each of the following factors as an incentive for motivating you to excel at your work?

For each factor listed, pick a number from the scale at the right and enter it in the parenthesis "( )" space next to the factor cited.

Note that the scale used here is different from the previous scale.

SCALE

1	-	EXTREMELY POSITIVE
2	-	VERY POSITIVE
3	-	POSITIVE
4	-	NO IMPACT, EITHER WAY
5	-	NEGATIVE
6	-	VERY NEGATIVE
7	-	EXTREMELY NEGATIVE

051 - 052 ( ) [ ] Personal pride in doing my best. (disregard the bracket [ ] for now)

053 - 054 ( ) [ ] Possibility of promotion or advancement.

055 - 056 ( ) [ ] Being involved with doing something worthwhile.

057 - 058 ( ) [ ] What my supervisor thinks of my performance.

059 - 060 ( ) [ ] My own personal drive and determination.

061 - 062 ( ) [ ] Job security.

063 - 064 ( ) [ ] The base salary that I receive.

065 - 066 ( ) [ ] Professional relationship with my supervisor.

067 - 068 ( ) [ ] What my peers/co-workers think of my performance.

069 - 070 ( ) [ ] My supervisor's encouragement and support.

071 - 072 ( ) [ ] My upcoming Civilian Performance Rating.

073 - 074 ( ) [ ] Opportunities for advanced training/professional development.

075 - 076 ( ) [ ] Fringe benefits (regular leave, sick leave, holidays, retirement, etc.)

077 - 078 ( ) [ ] The feeling of accomplishment that I get doing the work.

079 - 080 ( ) [ ] The challenge of the work that I do.

081 - 082 ( ) [ ] Opportunity to earn a cash performance award.

083 - 084 ( ) [ ] Compliments or non-monetary recognition for high level performance.

085 - 086 ( ) [ ] Opportunity to be serving the Nation.

087 - 088 ( ) [ ] The rating on my last Civilian Performance Rating.

089 - 090 ( ) [ ] The prestige associated with my position.

091 - 092 ( ) [ ] What my subordinates think of my performance.

093 - 094 ( ) [ ] Doing something that I enjoy doing.

Now, go back and think about all the factors listed above for a few minutes. Pick whichever one of the 22 factors listed which is the most important to you personally and put a number "1" in the bracket "[ ]" next to that factor. For the second most important factor, put a "2" in the bracket next to it, and so on until the last bracket gets a "22".

If the above listing left out one or more factors which you feel should have been listed, add them in below and pick a number of from 1 to 7 for each one added:

1 2 3 4 5 6 7

1 2 3 4 5 6 7

1 2 3 4 5 6 7

1 2 3 4 5 6 7

Continue on to the next page

PAGE 5

This portion relates to how you would describe the rating supervisor who prepared your last Civilian Performance Rating. Put a check "✓" in one of the spaces on each line which best describes that supervisor. You would check the space under the "1" column if the word or phrase to the left perfectly describes that supervisor. You would check the space under the "7" column if the word or phrase to the right perfectly describes that supervisor. If you feel that the appropriate description lies somewhere between the two extremes for a line entry, check a space from the middle range which you think fits the best. Consider each line entry separately, and put only one check for that line entry.

		1	2	3	4	5	6	7	
095	Demanding	_____	_____	_____	_____	_____	_____	_____	Easy-going
096	Solicited Suggestions	_____	_____	_____	_____	_____	_____	_____	Ignored Suggestions
097	Gave Credit to Others	_____	_____	_____	_____	_____	_____	_____	Took Credit Him/herself
098	Backed Subordinates	_____	_____	_____	_____	_____	_____	_____	Blamed Subordinates
099	Effective Manager	_____	_____	_____	_____	_____	_____	_____	Ineffective Manager
100	Equitable	_____	_____	_____	_____	_____	_____	_____	Biased
101	Objective Outlook	_____	_____	_____	_____	_____	_____	_____	Subjective Outlook
102	Encouraged Candor	_____	_____	_____	_____	_____	_____	_____	Wanted a "yes-man"
103	Demanded Excellence	_____	_____	_____	_____	_____	_____	_____	Accepted Mediocrity
104	Stimulating	_____	_____	_____	_____	_____	_____	_____	Unimaginative
105	Efficient	_____	_____	_____	_____	_____	_____	_____	Inefficient
106	Actively Counseled	_____	_____	_____	_____	_____	_____	_____	Avoided Counseling
107	Praised Subordinates	_____	_____	_____	_____	_____	_____	_____	Belittled Subordinates
108	Team Player	_____	_____	_____	_____	_____	_____	_____	Self-centered
109	Motivated Subordinates	_____	_____	_____	_____	_____	_____	_____	Discouraged Subordinates
110	Fair	_____	_____	_____	_____	_____	_____	_____	Unfair
111	Hardworking	_____	_____	_____	_____	_____	_____	_____	Lazy
112	Competent	_____	_____	_____	_____	_____	_____	_____	Incompetent
113	Performance Oriented	_____	_____	_____	_____	_____	_____	_____	Appearance Oriented
114	Open-Minded	_____	_____	_____	_____	_____	_____	_____	Opinionated
115	Productive	_____	_____	_____	_____	_____	_____	_____	Unproductive
116	Constructively Critiqued	_____	_____	_____	_____	_____	_____	_____	Negatively Critiqued
117	High Achiever	_____	_____	_____	_____	_____	_____	_____	Low Achiever
118	Maintained Steady Course	_____	_____	_____	_____	_____	_____	_____	Constantly Changed Things
119	Tolerant of Mistakes	_____	_____	_____	_____	_____	_____	_____	Intolerant of Mistakes
120	Developed Subordinates	_____	_____	_____	_____	_____	_____	_____	Used Subordinates

Continue on to the next page.

For the next series of questions, indicate the degree to which you agree or disagree with the statement as posed by circling the appropriate number, from 1 to 7. The scale at the right shows what each number, from 1 to 7, means.

SCALE

1 -	VERY STRONGLY AGREE
2 -	STRONGLY AGREE
3 -	AGREE
4 -	NEUTRAL, NO OPINION
5 -	DISAGREE
6 -	STRONGLY DISAGREE
7 -	VERY STRONGLY DISAGREE

121 1 2 3 4 5 6 7 All things considered, I like my current job.

122 1 2 3 4 5 6 7 All things considered, I like working in my organization.

123 1 2 3 4 5 6 7 I respect my fellow employees as being competent and productive.

124 1 2 3 4 5 6 7 I respect my supervisor as being competent and productive.

125 1 2 3 4 5 6 7 Overall, productivity within my organization is high.

126 1 2 3 4 5 6 7 Overall, efficiency within my organization is high.

127 1 2 3 4 5 6 7 Overall, effectiveness within my organization is high.

128 1 2 3 4 5 6 7 I work very hard at my job.

129 1 2 3 4 5 6 7 I am given enough authority and latitude to get my job done in an efficient, effective, and productive manner.

130 1 2 3 4 5 6 7 In principle, the concept behind giving cash performance awards to recognize a high level of performance is a good idea.

The type of position that I hold and/or the work that I do gives me an opportunity to:

131 1 2 3 4 5 6 7 be innovative. [ ] (disregard the bracket [ ] for now)

132 1 2 3 4 5 6 7 demonstrate initiative. [ ]

133 1 2 3 4 5 6 7 try out new ideas or proposals that I may have. [ ]

134 1 2 3 4 5 6 7 make suggestions for improving operations. [ ]

135 1 2 3 4 5 6 7 make a meaningful contribution to the organization. [ ]

136 1 2 3 4 5 6 7 increase effectiveness of operations. [ ]

137 1 2 3 4 5 6 7 increase productivity of the organization. [ ]

138 1 2 3 4 5 6 7 reduce unnecessary paperwork. [ ]

139 1 2 3 4 5 6 7 increase efficiency of operations. [ ]

Now, go back to question #131 and put a check "✓" in the bracket "✓" at the end of that statement if your rating supervisor actually encourages you to do that. Do the same for each subsequent part of the question down through question #139.

Continue on to the next page.

PAGE

For this section, Pick a number from the scale depicted below to indicate the extent to which each word describes the work associated with your current position. Enter the number selected beside the descriptive word. You will be putting a number, from 1 to 7, beside each word in both columns.

	1	2	3	4	5	6	7
Perfectly	←	Not at All					
140 - 141	<input type="text"/>	Demanding	<input type="text"/>	Very Technical			
142 - 143	<input type="text"/>	Satisfying	<input type="text"/>	Irritating			
144 - 145	<input type="text"/>	Difficult	<input type="text"/>	Interesting			
146 - 147	<input type="text"/>	Routine	<input type="text"/>	Enjoyable			
148 - 149	<input type="text"/>	Important	<input type="text"/>	Stressful			
150 - 151	<input type="text"/>	Gratifying	<input type="text"/>	Rewarding			
152 - 153	<input type="text"/>	Challenging	<input type="text"/>	Boring			
154 - 155	<input type="text"/>	Mentally Tiring	<input type="text"/>	Routine			
156 - 157	<input type="text"/>	Stimulating	<input type="text"/>	Easy			
158 - 159	<input type="text"/>	Frustrating	<input type="text"/>	Physically Tiring			
160 - 161	<input type="text"/>	Fast-paced	<input type="text"/>	Demeaning			
162 - 163	<input type="text"/>	High Visibility	<input type="text"/>	Complicated			

For the next series of questions, indicate the extent to which you agree or disagree with the statement as made, by circling the appropriate number, from 1 to 7, which corresponds to the scale at the right.

SCALE
1 - VERY STRONGLY AGREE
2 - STRONGLY AGREE
3 - AGREE
4 - NEUTRAL. NO OPINION
5 - DISAGREE
6 - STRONGLY DISAGREE
7 - VERY STRONGLY DISAGREE

164 1 2 3 4 5 6 7 The nature of my work makes it difficult to identify specific performance objectives which can be easily and objectively measured against meaningful standards.

165 1 2 3 4 5 6 7 My rating supervisor and I have had no disagreements on what my major performance objectives should be for this current rating period.

166 1 2 3 4 5 6 7 My rating supervisor and I met at the very beginning of this current rating period and finalized my performance objectives for the period.

167 1 2 3 4 5 6 7 My performance objectives for the current rating period have been put in writing on my current Civilian Performance Plan (DA Form 5397-R).

168 1 2 3 4 5 6 7 My supervisor would have no problem with modifying an established performance objective or standard during the rated period if I presented a good reason for the change.

169 1 2 3 4 5 6 7 None of the performance objectives or standards on my last Civilian Performance Plan (DA Form 5397-R) had been set too high for me to have had a reasonable chance of having met them.

Continue on to the next page, using the same scale as above.

PAGE 8

170 1 2 3 + 5 6 7 None of the performance objectives or standards on my current Civilian Performance Plan has been set too high for me to have a reasonable chance to meet them.

171 1 2 3 + 5 6 7 My supervisor and I are in agreement as to which job elements on my current Civilian Performance Plan constitute the Critical Elements of my job.

172 1 2 3 + 5 6 7 My rating supervisor has regularly provided me with constructive counseling or feedback on how to improve my performance or overcome weaknesses, on at least a quarterly basis.

173 1 2 3 + 5 6 7 My rating supervisor helps me solve problems which could impact upon the achievement of my established performance objectives.

174 1 2 3 + 5 6 7 My rating supervisor has been willing to help me overcome any demonstrated weaknesses through additional or special training.

The performance objectives and standards upon which my last Civilian Performance Rating (DA Form 5398-R) was based were:

175 1 2 3 + 5 6 7 appropriate to the duties of my position.

176 1 2 3 + 5 6 7 understandable to me.

177 1 2 3 + 5 6 7 realistic.

178 1 2 3 + 5 6 7 meaningful.

179 1 2 3 + 5 6 7 achievable.

180 1 2 3 + 5 6 7 measurable in some objective way.

181 1 2 3 + 5 6 7 designed to cover all major elements of my job.

182 1 2 3 + 5 6 7 established in writing at the beginning of the rating period.

183 1 2 3 + 5 6 7 not changed by my rating supervisor during the rating period.

184 1 2 3 + 5 6 7 reviewed by my rating supervisor and me before the rating was finalized.

185 1 2 3 + 5 6 7 From what I've observed, performance objectives and standards for two employees of the same grade who are doing the same work do not vary very much.

186 1 2 3 + 5 6 7 I have a reasonable chance of exceeding some of the performance objectives as have been recorded on my current Civilian Performance Plan.

187 1 2 3 4 5 6 7 I have a reasonable chance of exceeding all of the performance objectives as have been recorded on my current Civilian Performance Plan.

My last Civilian Performance Rating (DA Form 5398-R):

188 1 2 3 + 5 6 7 accurately reflected my strengths.

189 1 2 3 4 5 6 7 accurately reflected my weaknesses.

190 1 2 3 + 5 6 7 was based upon objective measurements of performance standards.

191 1 2 3 + 5 6 7 reflected the worth of my actual contribution to the organization.

192 1 2 3 4 5 6 7 addressed the training I needed to overcome any weaknesses.

193 1 2 3 4 5 6 7 motivated me to improve my performance.

194 1 2 3 4 5 6 7 was an honest and factual statement of my performance.

195 1 2 3 + 5 6 7 measured my effectiveness at accomplishing the work.

196 1 2 3 4 5 6 7 measured my efficiency at accomplishing the work.

197 1 2 3 + 5 6 7 measured my productivity at accomplishing the work.

198 1 2 3 4 5 6 7 was discussed with me by the supervisor before it was finalized.

199 1 2 3 4 5 6 7 measured my productivity at accomplishing the work.

Continue on to the next page, using the same rating scale.

PAGE 9

200 1 2 3 4 5 6 7 My rating supervisor devoted enough time, effort and thought to preparing my last Civilian Performance Rating to make it a meaningful document.

My rating supervisor has clearly explained to me, to the extent that I fully understand, what it would take for me to earn a Civilian Performance Rating which is:

- 201 1 2 3 4 5 6 7 Exceptional.
- 202 1 2 3 4 5 6 7 Highly Successful.
- 203 1 2 3 4 5 6 7 Fully Successful.
- 204 1 2 3 4 5 6 7 Minimally Successful/Satisfactory.
- 205 1 2 3 4 5 6 7 Unacceptable/Unsatisfactory.

The Civilian Performance Rating form (DA Form 5398-R) as currently designed enables a supervisor to adequately document an employee's:

- 206 1 2 3 4 5 6 7 productivity.
- 207 1 2 3 4 5 6 7 efficiency.
- 208 1 2 3 4 5 6 7 effectiveness.
- 209 1 2 3 4 5 6 7 overall contribution to the organization.
- 210 1 2 3 4 5 6 7 motivation.
- 211 1 2 3 4 5 6 7 attitude towards the work.
- 212 1 2 3 4 5 6 7 technical competency.
- 213 1 2 3 4 5 6 7 strengths.
- 214 1 2 3 4 5 6 7 weaknesses.
- 215 1 2 3 4 5 6 7 overall level of performance.
- 216 1 2 3 4 5 6 7 potential for promotion or advancement.
- 217 1 2 3 4 5 6 7 training/developmental effort required to overcome weaknesses.

An employee's Civilian Performance Rating should have a major bearing upon decisions as to whether he or she should be:

- 218 1 2 3 4 5 6 7 promoted to a higher grade.
- 219 1 2 3 4 5 6 7 advanced to a better job at the same grade.
- 220 1 2 3 4 5 6 7 allowed to laterally transfer to another job at the same grade.
- 222 1 2 3 4 5 6 7 recommended for a merit pay increase.
- 223 1 2 3 4 5 6 7 given special training or developmental opportunities.
- 224 1 2 3 4 5 6 7 considered for a more challenging supervisory position.
- 225 1 2 3 4 5 6 7 recommended for a cash performance award.
- 226 1 2 3 4 5 6 7 considered for dismissal from the civil service.
- 227 1 2 3 4 5 6 7 reprimanded for performance which did not meet established standards.
- 228 1 2 3 4 5 6 7 allowed to reenter civil service following a break in service.
- 229 1 2 3 4 5 6 7 permitted to retire early for other than medical reasons.
- 230 1 2 3 4 5 6 7 given special recognition.
- 231 1 2 3 4 5 6 7 allowed to remain beyond normal retirement age.

232 1 2 3 4 5 6 7 All things considered, the Civilian Performance Rating form (DA Form 5398-R) as is currently designed is a good managerial tool for effectively documenting an employee's performance.

233 1 2 3 4 5 6 7 All things considered, the way in which my rating supervisor has used the Civilian Performance Rating form to document my performance has been effective.

Continue on to the next page.

PAGE 10

Based upon your personal observations and opinion, what degree of impact do you feel that the existence of the Cash Performance Award Program of the Department of the Army has had on your fellow employees of the same grade as you regarding the areas as cited below?

The scale as will be utilized for responding to this question will be as follows:

Extremely 1 2 3 4 5 6 7 Extremely  
Positive ← → Negative  
Impact Impact

Entering a number "1" would indicate that you feel that the program has had an extremely positive impact upon a given area within your organization.

Entering a number "7" would indicate that you feel that the program has had an extremely negative impact upon a given area within your organization.

If you feel that the impact has not been at either extreme, choose a number closer to the middle of the scale.

Entering the number "4" would indicate that you don't think, or know, whether the program has had an impact either way within your organization.

Wherever used, the term "employee" means employees within your organization of your same grade, be that GM-13, 14, or 15.

- 234 \_\_\_\_\_ Spirit of teamwork among employees.
- 235 \_\_\_\_\_ Productivity of employees.
- 236 \_\_\_\_\_ Willingness of employees to help each other.
- 237 \_\_\_\_\_ Sharing of information among employees.
- 238 \_\_\_\_\_ Employee motivation.
- 239 \_\_\_\_\_ Timeliness with which work is accomplished by employees.
- 240 \_\_\_\_\_ Willingness of employees to take on hard tasks or assignments.
- 241 \_\_\_\_\_ Relations between employees and supervisors.
- 242 \_\_\_\_\_ Coordination among employees.
- 243 \_\_\_\_\_ Efficiency of employees.
- 244 \_\_\_\_\_ Overall performance of the organization.
- 245 \_\_\_\_\_ Increased suggestions by employees to improve operations.
- 246 \_\_\_\_\_ Communications between employees and supervisors.
- 247 \_\_\_\_\_ Overall productivity within the organization.
- 248 \_\_\_\_\_ Individual employee performance.
- 249 \_\_\_\_\_ Desire of employees to excel at their jobs.
- 250 \_\_\_\_\_ Reduction of unnecessary paperwork.
- 251 \_\_\_\_\_ Supervisory attention to employee performance.
- 252 \_\_\_\_\_ Employees seeking supervisory feedback on performance.
- 253 \_\_\_\_\_ Quality of supervisory counseling of employees.
- 254 \_\_\_\_\_ Cost-effectiveness in operations.
- 255 \_\_\_\_\_ Frequency of supervisory counseling of employees.
- 256 \_\_\_\_\_ Supervisors giving more frequent feedback on employee performance.
- 257 \_\_\_\_\_ Establishment of better performance objectives or standards.
- 258 \_\_\_\_\_ Effectiveness of operations within the organization.
- 259 \_\_\_\_\_ Attitudes of employees towards each other.
- 260 \_\_\_\_\_ Quality of work within the organization.
- 261 \_\_\_\_\_ Reduction in waste or redundancy of operations.

Continue on to the next page.

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For the next series of questions, indicate the extent to which you agree or disagree with the statement as made by circling the appropriate number, from 1 to 7, which corresponds to the scale at the right.

SCALE

- 1 - VERY STRONGLY AGREE
- 2 - STRONGLY AGREE
- 3 - AGREE
- 4 - NEUTRAL, NO OPINION
- 5 - DISAGREE
- 6 - STRONGLY DISAGREE
- 7 - VERY STRONGLY DISAGREE

With respect to criteria within my organization for recommending an employee for a cash performance award, they are:

262 1 2 3 4 5 6 7 adequately spelled out in writing.  
263 1 2 3 4 5 6 7 fully understood by me.  
264 1 2 3 4 5 6 7 fully understood by my supervisor.  
265 1 2 3 4 5 6 7 uniformly followed throughout the organization.  
266 1 2 3 4 5 6 7 An employee should be told whether he or she is being recommended for a cash performance award, whether it is approved or not.  
267 1 2 3 4 5 6 7 The Civilian Performance Rating should be the sole basis for deciding whether an employee is recommended for a cash performance award.  
An employee should be considered eligible for a cash performance award if his/her Civilian Performance Rating for the rated period is:  
268 1 2 3 4 5 6 7 Exceptional.  
269 1 2 3 4 5 6 7 Exceptional, or Highly Successful.  
270 1 2 3 4 5 6 7 Exceptional, or Highly Successful, or Fully Successful.  
271 1 2 3 4 5 6 7 Rating supervisors should be required to submit additional written documentation, beyond the Civilian Performance Rating, to justify recommending an employee for a cash performance award.  
272 1 2 3 4 5 6 7 Cash performance awards are used by some supervisors as an indirect means to make up for base salary inadequacies.

The Cash Performance Award Program, and the opportunity to compete for such an award, serves as a positive motivator for me to strive to:

273 1 2 3 4 5 6 7 be more efficient in my work.  
274 1 2 3 4 5 6 7 be more productive at doing my work.  
275 1 2 3 4 5 6 7 be more cost-conscious.  
276 1 2 3 4 5 6 7 be more effective in doing my work.  
277 1 2 3 4 5 6 7 accomplish my work in a more timely manner.  
278 1 2 3 4 5 6 7 be more attentive to reducing unnecessary paperwork.  
279 1 2 3 4 5 6 7 reduce "make work".  
280 1 2 3 4 5 6 7 be more determined to excel at every task.  
281 1 2 3 4 5 6 7 be more competitive with my peers.  
282 1 2 3 4 5 6 7 exceed established performance standards.  
283 1 2 3 4 5 6 7 produce high quality work.  
284 1 2 3 4 5 6 7 reduce waste or redundancy in operations.  
285 1 2 3 4 5 6 7 make suggestions for improving operations.  
286 1 2 3 4 5 6 7 achieve high level performance.  
287 1 2 3 4 5 6 7 demonstrate more initiative.  
288 1 2 3 4 5 6 7 make a greater contribution to accomplishment of the mission.  
289 1 2 3 4 5 6 7 be more innovative.  
290 1 2 3 4 5 6 7 maintain a high level of performance.

Continue on to the next page, using the same scale.

PAGE 12

291 1 2 3 + 5 6 7 Enough cash performance awards are granted within my organization to make it worth my time and effort to work harder in the hopes of being recommended for such an award.

292 1 2 3 + 5 6 7 The typical size of a cash performance award within my organization is worth the extra effort one has to put forth to have a chance of being recommended for such an award.

293 1 2 3 + 5 6 7 The possibility of being recommended for a cash performance award serves as a positive incentive for me, personally, to strive to achieve high level performance.

294 1 2 3 + 5 6 7 Actual receipt of a cash performance award would serve as a positive motivator for me to continue to strive to maintain a high level of performance.

295 1 2 3 + 5 6 7 Not being recommended for a cash performance award would serve as a positive motivator for me to strive harder to achieve a high level of performance.

296 1 2 3 4 5 6 7 I know of other GM 13-15 level employees who received a cash performance award within the last 12 months whom I feel did not deserve it.

297 1 2 3 4 5 6 7 I know of other GM 13-15 level employees who did not receive a cash performance award within the last 12 months but whom I feel really deserved it.

298 1 2 3 4 5 6 7 I have as good of a chance of being recommended for a cash performance award as my peers if I do my job as well as they do their jobs.

299 1 2 3 4 5 6 7 An employee who receives an "Exceptional" rating on his/her Civilian Performance Rating should automatically be considered for a cash performance award.

300 1 2 3 4 5 6 7 An employee who receives an "Exceptional" rating on his/her Civilian Performance Rating should automatically receive a cash performance award.

301 1 2 3 4 5 6 7 I have as good of a chance of actually receiving a cash performance award as my peers if I am recommended for one.

302 1 2 3 + 5 6 7 My rating supervisor has explained to me what would be required to warrant my being recommended for a cash performance award by him/her.

303 1 2 3 + 5 6 7 I feel as though the way in which my rating supervisor decides on whether to recommend an employee for a cash performance award is fair and objective.

304 1 2 3 + 5 6 7 An employee who has received a cash performance award stands a better chance of being recommended for another such award.

305 1 2 3 4 5 6 7 There seems to be enough money made available to fund cash performance awards within my organization.

306 If there were only so much money allotted each fiscal year for funding cash performance awards, and it was not enough to cover every employee who was recommended, I would make one choice by putting a check "✓" in the space next to it:  
a \_\_\_\_\_ rather see more awards but with each award being for a smaller amount.  
b \_\_\_\_\_ rather see less awards but with each award being for a larger amount.

Continue on to the next page.

PAGE 13

If all the potential descriptive factors listed below, select the top 10 which you feel would tend to actually have the most influence on your rating supervisor's decision to recommend you for a cash performance award. Put a check "✓" in the space next to each of the top 10 factors you select. Remember that there are two columns of factors from which to choose, and you are to select a total of only 10 to be checked.

Remember, you are picking the top 10 factors which you think are actually the most important to your supervisor in influencing him/her to consider recommending you for a cash performance award.

307	Demonstrated Initiative	308	Handle Stress Well
309	Motivation	310	Always Agree with Supervisor
311	Attitude towards Job	312	Determination to Excel
313	Technical Competency	314	Length of Time in Organization
315	Productivity	316	Previous Cash Performance Award
317	Amount of Experience	318	Degree of Responsibility Held
319	Adequacy of Base Salary	320	Last Civilian Performance Rating
321	Personal Drive	322	Educational Credentials
323	Team Player Attitude	324	Wants to Keep You
325	High Level of Potential	326	Reduce Unnecessary Paperwork
327	Supervisory Potential	328	Integrity
329	Good Suggestions	330	Willingness to Handle Extra Duties
331	Innovativeness	332	Exceeded Most Performance Standards
333	High Quality of Work	334	Personal Rapport with Supervisor
335	Effectiveness at doing work	336	Willingness to Tackle Hard Jobs
337	Time in Civil Service	338	Succeeded at Every Task
339	Aggressiveness	340	Pointed Out Potential Problems
341	Attention to Detail	342	Receptiveness to Counseling
343	Hard Worker	344	Overall Contribution to Organization
345	Managerial Potential	346	Loyalty to Organization
347	Candid Views	348	Communicative Skills
349	Pending Retirement	350	Accomplish Work in a Timely Manner
351	"Can Do" Attitude	352	Met All Performance Objectives
353	Cooperativeness	354	Race, Sex, or Physical Appearance
355	Willingness to Work Extra Hours	356	Dependence on Your Expertise
357	Dependability	358	Efficiency at Doing the Work
359	Pending Transfer	360	Contribution to Mission Accomplishment

Now, go back and pick out the top 10 factors which you feel should have the most influence on any rating supervisor's decision to recommend an employee for a cash performance award. Enter the numbers of those factors that you picked in the spaces below:

(1) \_\_\_\_\_ (2) \_\_\_\_\_ (3) \_\_\_\_\_ (4) \_\_\_\_\_ (5) \_\_\_\_\_  
(6) \_\_\_\_\_ (7) \_\_\_\_\_ (8) \_\_\_\_\_ (9) \_\_\_\_\_ (10) \_\_\_\_\_

Now, go back and pick out the top 10 factors which you feel should have the most influence on any rating supervisor's decision to grant an Exceptional rating on an employee's Civilian Performance Rating. Enter the numbers of those factors that you picked in the spaces below:

(1) \_\_\_\_\_ (2) \_\_\_\_\_ (3) \_\_\_\_\_ (4) \_\_\_\_\_ (5) \_\_\_\_\_  
(6) \_\_\_\_\_ (7) \_\_\_\_\_ (8) \_\_\_\_\_ (9) \_\_\_\_\_ (10) \_\_\_\_\_

Continue on to the next page.

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361 On an average, how often does your rating supervisor provide you with performance counseling as to how well you are doing at your job? (Check the response which comes closest):

a  At least once monthly      d  At least once during the year  
b  At least once quarterly      e  Does not provide such performance  
c  At least twice annually      f  counseling, except maybe at the time  
of the Civilian Performance Rating

362 How often would you want your rating supervisor to provide you with performance counseling as to how well you were doing at your job? (Check one response):

a  Weekly      b  Monthly      c  Every 2 Months  
d  Every 3 Months      e  Every 4 Months      f  Every 6 Months  
g  As required, but with no set frequency.  
h  I don't want performance counseling from my supervisor.

363 Should supervisors have to document performance counseling in writing?

a  Yes      b  No  
If your response was "Yes", should the employee be  
given a copy at the time of the counseling?  
c  Yes      d  No

363 How useful has any performance counseling from your rating supervisor been in helping you to improve your performance? (Check one response):

a  Very Useful      b  Somewhat Useful      c  Not Useful  
d  Has been counter-productive  
e  Has not been done frequently enough for me to really tell

This section of the survey relates to how you would describe yourself as an employee. Pick one number from the scale below which best represents the degree to which a given word or phrase listed below is descriptive of you. Enter that number beside the descriptive word or phrase. You will be entering a number, from 1 to 7, beside each word or phrase in both columns:

1      2      3      4      5      6      7  
Perfectly      Describes      ←      →      Does Not  
Me                                         Describe Me  
at All

<u>365</u> - <u>366</u>	<input type="checkbox"/> Efficient at Doing My Work	<input type="checkbox"/> Competitive
<u>367</u> - <u>368</u>	<input type="checkbox"/> Experienced at My Job	<input type="checkbox"/> Innovative
<u>369</u> - <u>370</u>	<input type="checkbox"/> Self-motivated	<input type="checkbox"/> Administratively Competent
<u>371</u> - <u>372</u>	<input type="checkbox"/> Hard-working	<input type="checkbox"/> Technically Competent
<u>373</u> - <u>374</u>	<input type="checkbox"/> Professional Attitude	<input type="checkbox"/> Candid
<u>375</u> - <u>376</u>	<input type="checkbox"/> High-achiever	<input type="checkbox"/> Performance-oriented
<u>377</u> - <u>378</u>	<input type="checkbox"/> Effective at Doing My Work	<input type="checkbox"/> Timely at Doing My Work
<u>379</u> - <u>380</u>	<input type="checkbox"/> Determined	<input type="checkbox"/> Handle Job Stress
<u>381</u> - <u>382</u>	<input type="checkbox"/> Imaginative	<input type="checkbox"/> Willing to Help Co-workers
<u>383</u> - <u>384</u>	<input type="checkbox"/> Dependable	<input type="checkbox"/> Willing to Tackle Hard Tasks
<u>385</u> - <u>386</u>	<input type="checkbox"/> Cost-conscious	<input type="checkbox"/> Receptive to Counseling
<u>387</u> - <u>388</u>	<input type="checkbox"/> Objective Outlook	<input type="checkbox"/> Tolerant of Co-workers
<u>389</u> - <u>390</u>	<input type="checkbox"/> Productive at My Work	<input type="checkbox"/> Share Information with Co-workers
<u>391</u> - <u>392</u>	<input type="checkbox"/> Self-starter	<input type="checkbox"/> Knowledgable about My Job

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With respect to any aspect of how employee performance evaluations are accomplished within your own organization:

393 What aspect(s) do you like the most?

394 What aspect(s) do you like the least?

395 What do you see as the biggest problem(s) regarding employee performance evaluations, within your own organization or throughout the Army?

396 What would you do, if you could do anything you wanted, to improve the way in which employee performance evaluations are accomplished, within your own organization or throughout the Army?

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With respect to how the cash performance award program is presently set up and managed within your own organization:

397 What aspect(s) do you like the most?

398 What aspect(s) do you like the least?

399 What do you see as the biggest problem(s) with the cash performance award program as it is administered within your organization?

400 What would you do, if you could do anything you wanted, to improve the cash performance award program, within your own organization or throughout the Army?

This completes the survey questionnaire. Thank you for your time and effort in providing your thoughtful and candid views. Your responses will be held in the strictest confidence.

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This blank page is to be used for continuation of your comments, if required. Make sure you indicate the question number on this sheet for which you are continuing your comment.

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